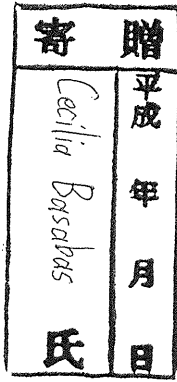


A historical analysis of the development of the Philippine Barrio high school system

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A HISTORICAL ANALYSIS OF
THE DEVELOPMENT OF THE PHILIPPINE
BARRIO HIGH SCHOOL SYSTEM

Cecilia Basabas

Submitted in Partial Fulfillment of
the Requirements for the Degree in
Ph. D. in Education

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Certainly, like any other country, the Philippines needs whatever insights a research of this kind can throw light in shaping policies for educational development. But as a developing country, it can not yet engage in a purely theoretical one; what it needs is a research that can assist thresh out problems and from which practical solutions to urgent needs can be built. To this end, I dedicate this book.

And most especially to my sons, Ken-Bryan and Sho-Henry, this work is very dearly dedicated.

LIST OF ABBREVIATIONS

AFP	Armed Forces of the Philippines
BHS	Barrio / Barangay High School
BPS	Bureau of Public Schools
BVE	Bureau of Vocational Education
BTVE	Bureau of Technical and Vocational Education
CLCVA	Central Luzon-Cagayan Valley Authority
CEDP	Community Employment and Development Program
DECS	Department of Education, Culture and Sports
ESCS	Educational Service Contracting Scheme
FSEP	Free Secondary Education Plan
FS	Formal Schooling
FY	Fiscal Year
GRDP	Gross Regional Domestic Product
ICA-NEC	Inter-Community Agency - National Education Committee
IRP	Integrated Reorganization Plan
KKK	Kilusang Kaunlaran ng Komunidad (National Livelihood Movement)
LGHS	Local Government High School
MM	Metro Manila
MECS	Ministry of Education, Culture and Sports
MDA	Mindanao Development Authority
Mun. HS	Municipal/ City High Schools
NGHS	National Government High Schools
NMYC	National Manpower Youth Council
NFE	Non-formal Education
NEDA	National Economic Development Authority
NCEE	National College Entrance Examination
NCR	National Capital Region
PRODED	Program for Decentralized Educational Development
PEPT	Philippine Equivalency Placement Test
Prov. HS	Provincial/ Town High School
Pr. Sec. HS	Private Sectarian High School
Priv. NSHS	Private Non-Sectarian High School
PCSPE	Presidential Commission to Survey Phil. Education

P.D.	Presidential Decrees
RA	Republic Act
RDC	Regional Development Council
s	series (indicates the year a Dept. Memo, Bureau Guideline, etc has been created and released)
SDEP	Secondary Development Education Plan
SAP	School Age Population
SE	Secondary Education
SY	Schoolyear
TPTVE	Technical Panel for Technical and Vocational Education

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INTRODUCTORY CHAPTER

RESEARCH BACKGROUND:

The Phil. Educational Situation and the Problems:

Throughout the history of the Phil. Educational system, national government efforts have been directed to the attainment of equality of educational opportunity, yet at best have accomplished only up to the level of expansion of educational opportunity. In the 1960's, the thrust was seen in attempts for educational expansion which simply meant enlarging all parts of the formal educational system to accommodate all pupils. It was followed by a vast expansion of facilities, provision of school teachers and school administration, provision of additional classrooms and school buildings, and provision of additional textbooks¹. However, large-scale government spending for education had been exhausted at the first level², being compulsory education, leaving the large number of elementary school leavers at their own search for a high school education. For the few economically privileged ones, there were a number of costly private high schools, but for two thirds of the population, secondary schooling has remained a looming problem mainly because of economic reasons. Furthermore, as of the 1960's, in spite of government spending for schools in the first level, 10-20% of children 7 to 10 years old were not in school because of the thousands of barrios without public schools due to insufficient funds to support additional classes. As far as the second level is concerned, only 1 out of 5 or 6 graduates of elementary school could go to a high school, especially in the barrios. The Phil. had already had a well-developed primary and secondary system of education, but secondary education was restricted to those in the cities, towns and larger villages.

Those in the small villages had no access to a high school education because of the all the necessary expenses it entails.

In the 1970's, expansion of educational opportunities took the form of democratization of education. Democratization of education, used here, is that which lies in the belief that all individuals of all social levels, there are untapped potentials which are not reached by the conventional mode of schooling. Thus, government efforts included tasks such as developing new insights and institutions, fitting education to the needs and realities of the learners in the various strata of Phil. society and of the various sections of the country³. These included provision of skills training programs for out-of-school youth and continuing education for non-literate adults. By strengthening the non-formal modes of learning, education in the Phil. can be said to have been democratized but only in the sense that it effected more opportunity than it did generations ago; it was not yet however fully democratized from the standpoint of fitting a relevant education sufficiently to the needs, capabilities and realities of the school-age children in the rural areas.

In the 1980's the government continued to initiate reforms in the educational system to attain national goals of development, in an attempt to broaden the scope to which the schools cater. Thus education while being revised to meet national objectives was continuously reoriented to the demands of the citizens alike, particularly to the community-oriented needs of those in the rural areas. Still, the rewards and promise of the completion of formal schooling continued to attract the economically deprived ones, who flocked to the urban centers, compounding social problems and defeating the government efforts of reforms.

Over and beyond all these, secondary education in the remote provinces has suffered from serious constraints due largely to the nonhomogeneous physiography of the regions⁴. This inequality, coupled

with the low socioeconomic level of the inaccessible far-flung areas, dramatized the need for assistance from indigenous sources as the logical solution toward equity in the delivery of educational services.

The following section aims to discuss the essential features of high school education in the Philippines, focusing on the high schools in the rural areas. The purpose is to present the characteristics that make formal schooling a formidable task for these children and their parents, those inadequacies upon which the need of the Barrio High School was built. The forms and the examples of non-formal type of schooling for the rural children are likewise presented. The aim is to point out that in spite of their variety in form and process, being extremely specific, they result in confining the rural youth to a certain form of activity, denying them access to higher education. The discussion is not exhaustive though, because extensive presentations have been done elsewhere. Only those that relate to BHS are dealt with. Furthermore, the scope of the discussion has been limited only to the early 1960's, to present the particular situation in the rural areas that prompted the opening of the Barrio High Schools.

The Problems in the Educational System in the 1960's

I. THE CRISIS IN FORMAL EDUCATION

1. Shortage of School

We shall see later the distribution of schools in the different regions of the country. Considering, however, the size of the provinces, cities and municipalities in each region, the rate of increase of high school-age population and its ratio to the rate of established schools, it would show that the number of the latter is not enough to cater to the needs and demands of high school youth. Although as a rule, the responsibility for establishing schools for the secondary level rests with

the provincial and municipal authorities, the local governments are so often not in a position due to lack of finances for this purpose. Hence the national government in the 1960's, through legislation, appropriated funds for the acquisition of sites and construction mostly for elementary classes. The first level being compulsory, gets the bulk of government expenditure for education. By the 1970's, more than 50% of the established classrooms were for the use of the first level as effect of the national government project on massive school-building programme.⁵

2. Home Constraints

As a consequence of the very few accessible high schools, students have to travel a long distance, spend extra effort, money and time for transportation, something which the rural children can not or can hardly afford.

3. Financial Responsibilities for Schooling

High school education is a post-compulsory stage, thus students who want to go to a public high school need to pay tuition fees which comprise the main source of funds for a big number of these schools. The fees vary from school to school, however, and is largely dependent upon the financial capacity of the local government supporting it. Aside from the tuition fees, students have to pay matriculation fees which, by the authority of late President Marcos, was fixed to P20. Payment of these is obligatory on the part of the students. Aside from these financial duties, students shoulder expenses for their own textbooks, school supplies, travel expenses, school uniform and projects, and other contributions which the school may ask. To the rural household with no fixed income - or even those with regular source, yet very meager- this may seem an impossible task. Without financial resources, students drop-out after, or even, before graduation to join the group of underprivileged. Thus, due to these household financial constraints, the problem of school shortage continues

and is compounded by their insufficiency in terms of high drop-out rate, repeater rate and low levels of achievement.

4. Irrelevance of the School Curriculum

The secondary stage has often been said to act merely as a dispenser of book-learning to siphon off the brightest students into the higher academic studies- even with the introduction of the 2-2 Plan⁶. Until the 1970's, 40% of the general secondary schools did not operate the vocational programme for financial reasons. Furthermore, in spite of further revisions for vocationalization of schools, and introduction of work-oriented curriculum⁷, the college-preparatory curriculum was still widely implemented. The reasons for this were varied; because of a lack of adequate facilities and competent teachers, plus the fact that rural vocational projects in school could not operate due to a lack of funds; secondly because agriculture - which composed the majority of proposed vocational courses- even when studied, did not show greater financial returns and ease for majority of rural children; and lastly because while receiving some form of vocational training - particularly those intending to earn a living as technicians - the students were not informed of the real prospects for wage employment in the region⁸. in spite of curricular reforms, the impact was not successful. The environment was not fully supportive of the emphasis; the social conditions were not rewarding and the public schools did not get the logistic support to make the vocational courses attractive and useful to the students. With some exceptions, the purpose of the high school curriculum was defeated and secondary schools were alienated from the particular conditions and needs of the local community which they serve.

5. Rigid Demands of Formal Schooling

The high school curriculum covers a full four-years span and demands practically the students' five full days a week of school work.

The very policy of the system requiring so many days of completing attendance in class, worked effectively against the poorer segment of the school enrollment because circumstances require them to help at seasonal work in the farms or in the acquisition of family income. Unable to meet the school attendance requirement, they therefore dropout of school or are flunked along the way.

II. THE MERITS AND LIMITS OF NON-FORMAL SCHOOLING⁹

Non-formal education refers to the motley assortment of systematically organized and semi-organized educational activity carried outside the framework of the formal school system to provide selected types of learning to particular sub-groups in the population. In a society where the schools can not reach the millions of youth who are in the far remote areas, the non-formal type of education seemed to be the most fitting alternative.

EXAMPLES OF NON-FORMAL TYPES OF LEARNING FOR RURAL YOUTH:

The report of the Swanson Survey Team¹⁰ which conducted a survey of the public schools in 1960 revealed that out of the total estimated 2,192,000 population of boys and girls of high school age, only 392,7678 were in private and public schools. This meant that 82.09% were out of school, predicted to be roaming the streets unemployed, their needs towards growth unattended, surrounded by influences that make them potentially, if not already, delinquents¹¹. The following solutions were tried out:

1. The Philippine Folk School. The Phil. Folk School did not only seek to train the youth in the rudiments of education and in manual skills but it also emphasizes the development of social values and proper attitude

toward better living. The school content called for citizenship training by offering the youth opportunities for community service. From 297 in 1961, these schools increased to 2119 in 1964. There were approximately 5147 boys and girls who had attended the schools since 1961¹². Plans had been proposed to organize folk school classes in elementary school buildings, and to hold evening folk classes. These plans however were conditioned by the availability of funds.

2. Opportunity Classes. These were organized in many elementary school buildings to provide opportunities for out-of-school youths who were interested in acquiring vocational skills. Subjects such as radio-electronics, tinsmithing, poultry and swine raising, horticulture and men's tailoring were offered for boys and for girls, courses like hair science, embroidery and dressmaking were offered. After finishing the courses, many of the students had been reported to be earning their living by starting their own projects, by being employed in shops and beauty parlors, and the like¹³.

Aside from the Dept. of Education, other agencies have offered educational and community development projects designed to supplement the work of the school. These programmes and activities have been designed to reach the unschooled and the dropout youth who were mostly in the rural areas. Some of them will be mentioned here:

1. Programmes of the Manpower and Youth Development Council¹⁴. In consideration of the problems stated above, Executive Order No. 53 was promulgated to offer such activities as:

1). Crash vocational training programme for out-of-school youth and unemployed adults.

2) A massive nationwide effort called accelerated Manpower Training Programme, to provide a massive nationwide training that would qualify workers for low-skilled work.

2. The Bureau of Family Welfare¹⁵. This government agency dealt with programmes that were mainly for the social and economic development of out-of-school youth who live in their homes. Programmes of this kind stressed the self-help concept and utilizes the family and all the other institutions in the community to train youth leaders and engage the youth in self-help projects and work-training programmes. The Bureau also organized 25 community centers nationwide and youth centers which develop and sponsor educational and cultural programmes such as field trips, music and art presentations, and skills-training for income-inducing projects, and informal classes in cooperation with various agencies.

3. Out-of School Youth Programme in Skills Training by the Dept. of National Defence. The Dept. of National Defence, which ordinarily handles military matters, launched a nationwide effort programmed for civic action to assist the national government in solving problems in rural areas and in helping enhance national development. The DND programme for out-of-school youth included: (1) skills training programmes of the armed forces, and (2) educational programme for youth and adults. Training were conducted in the barrios in AFP Civic Action Centers and in local technical training centers. Among the courses for boys were machine shop, carpentry, automotive mechanics, and conventional aircraft mechanics. For girls, there were many courses including dressmaking and bagmaking.

THE MERITS OF NON-FORMAL LEARNING

NF schooling aims to serve a variety of needs; it is function-specific or vocation-specific training, a separate kind of education that is specifically related to the social and economic environments in which the rural youth live. The broad categories of learning aimed at in the rural

areas can be summed up as: (1) skills: skills for employment, skills for immediate income, and skills for life; (2) knowledge: knowledge of their environment, of civics, of culture and the like. This out-of-school learning mode has demonstrated many advantages in meeting the poor and the rural youth in terms of (1) flexibility of content, timing and location of the training program, (2) effective ways of meeting the learning needs of the students; (3) integration of what is learned into the daily life of the participants.

THE INADEQUACIES OF NON-FORMAL LEARNING MODES

The first problem with non-formal mode of learning concerns the permanence of its impact, whether it is capable of sustaining a process of development that would continue after the program is over. Experiences thus far suggest that the answer is best uncertain and is perhaps negative. The major problem is the lack of continuing support for the program resulting in uncertainty of the project status¹⁵.

For the most part, the trainings given were not sufficiently linked to realistic job opportunities in the area; and like the formal schools, they did not sufficiently provide to trainees the follow-up support to help them apply their training and enlarge upon it.

Furthermore, this out-of-school education, being extremely specific, resulted in confining rural youth in a certain form of activity and denies them access to higher levels of schooling. Although it offered effective alternate content methods, it could not generally provide access to higher levels of education, and thus curtailed the mobility which such training confers.

Added to all these is the increasing evidences that showed that expanded educational devices and facilities in the non-formal mode could not cope up with the increasing number of high school age population and

the out-of-school youth. Some other scheme of wider impact had to be devised to raise the general level of education of the masses of people who constitute the base of a democratic society as the Philippines.

A solution to the problem, according to Pedro Orata¹⁷, is to bring these schools to the people, that is, by establishing them in the rural areas without extra expenses from the government because they are to be supported by the people. This was to be accomplished through the construction of Barrio High Schools which would provide formal high school education preparatory to university, and at the same time, provide enough vocational training to equip students with life or work skills after high school graduation¹⁸.

III. THE BARRIO HIGH SCHOOLS - A SOLUTION

It is in the light of these problems that the first Barrio High Schools were proposed and established by Pedro Orata in the year 1964. The Barrio High School, now known as the Barangay High School was originally established as a self-help secondary school in the rural areas, called the barrio, now known as the Barangay.

The Barrio High School system will be briefly introduced in the following Chapter by presenting certain essential findings of a previous MA Thesis. In the said paper¹⁹, it had been found out that establishment of the Barrio High School system had played a great role in the expansion of educational opportunity. In form and in structure, it resembles the regular high school, but in mechanism, function and in content, it combines both the features of the formal schooling and the non-formal modes of learning²⁰.

OBJECTIVES OF THE STUDY

The first objective of this research is to trace the historical development of the Phil. Barrio High School System. In so doing, it aims to cover the three development periods of the Barrio High Schools. These include: (1) the First Period; the Period of Introduction and Experimentation from 1964-1969, (2) the Second Period: the Period of Legalization and Independent Development from 1970-1986, and (3) the Third Period: the Period of BHS Nationalization from 1986- to the present. With its unique institutional features, the BHS system was found to have existed as a sub-system within the entire educational system of the Philippines.

This research also aims to trace the changes that have occurred in these institutional features of the BHS system throughout the different stages of its growth and development. It aims to examine the revisions made in the features of the system as national policies and thrusts have shifted, focussing specifically on : (a) educational content, as embodied in its curriculum, (b) attainment of its dual objectives (c) involvement of parents and the community in school endeavor.

Furthermore, the work aims to discover how the changes in the institutional features of the BHS system have affected its performance in extending educational opportunity to the rural youth in each of the different stages of its development.

With these in mind, the researcher hopes to achieve the final and main objective of this thesis: to prove whether the Barrio High School System has provided education, or has been a form in the expansion of educational opportunity, to the high school youth in the rural areas of the country. This involves another essential aim: that of clarifying whether barrio high schools have achieved their role of extending educational

opportunities to the rural youth by accomplishing the system's original, two-dimensional goal of providing university-preparatory education and work/life-preparatory education to high school youth the secondary stage.

It is important to stress here that the Philippine BHS system was established with four-fold goals, and these are: educational, economic, social and administrative. Previous researches focus on the accomplishment of either one of the second to the fourth of these objectives. The concern of this paper, as can be gleaned from the discussions above, is mainly on the first of these objectives. Nevertheless, as a historical research on a rural school, it is inevitable to touch on other areas as the economic objectives. Thus, while evaluating the educational performance of the system historically, the writer has likewise dealt with - on a limited scale - specific aspects of these schools regarding rural development

RESEARCH HYPOTHESIS AND ASSUMPTION

For a working hypothesis, the researcher maintains that, in spite of the increasing support given by the National and Local government, the development of the BHS System, and its corresponding role in the expansion of educational opportunity depended mainly on regional conditions and community involvement.

The researcher rests on the assumption that the role of the barrio high schools in extending educational access increased proportionately with their rate of development.

RESEARCH TASKS

Given the above objectives and research hypothesis mentioned above, the researcher aims to answer the following questions:

1) In what forms and to what extent has the government supported the BHS system in the entire stages of its development?

(i) What were the national government efforts exerted that helped preserve the Barrio High School System?

(ii) What were the regional conditions that helped fan the growth of these schools? (a) financial/ economic developmental level of the region, (b) geographic factors, (c) social and demographic factors, (d) educational factors?

2) What were the changes made in the institutional elements of the system in each of the three development periods under study?

(i) How did the government policies and the regional conditions effect changes in the institutional elements of the BHS system?

(ii) How did such changes influence the performance of the system?

3) Has the BHS system been a form of extending educational access to secondary youth in the rural areas in every stage of its development? How and to what extent?

4) How did BHS system accomplish its original objective of making tertiary-preparatory education for college bound rural youth and work-preparatory education for those who are bound to stay in the barrios?

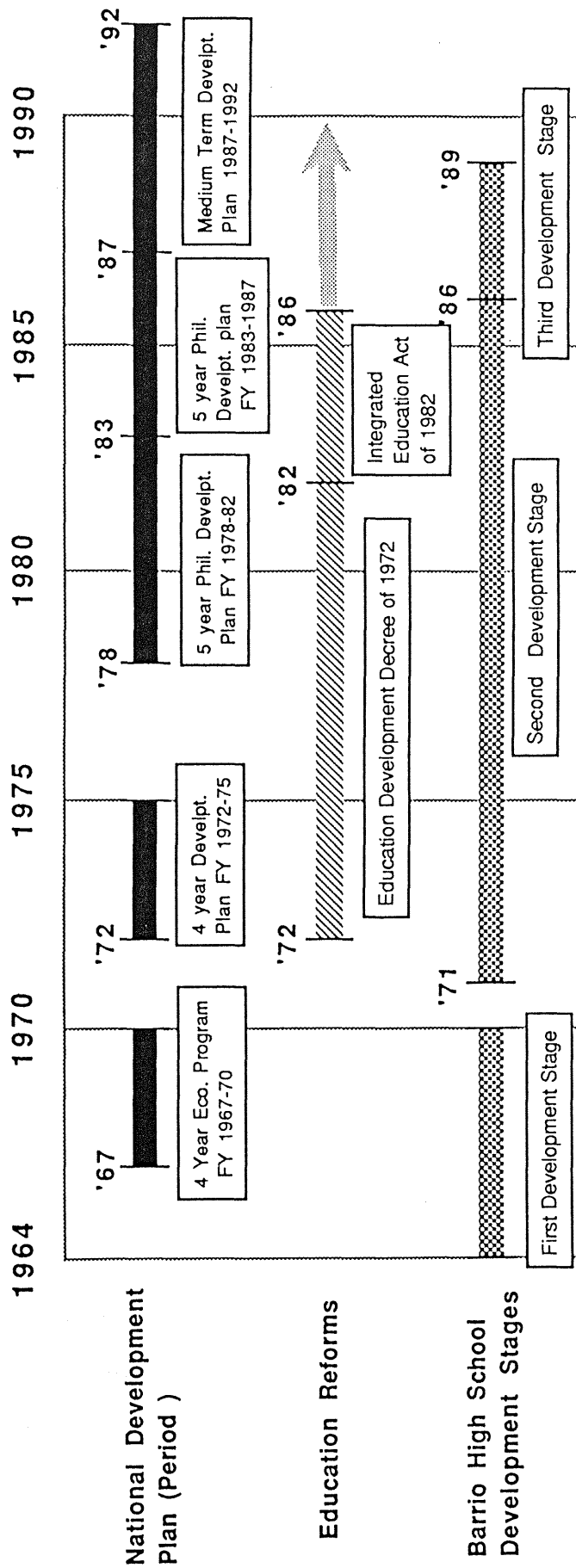
5) In the process of accomplishing this task, the research also aims to discuss the implications of certain theories on school growth and development and its performance in relation to that of the BHS System of the Philippines?

RESEARCH METHODOLOGY

(1) Document Analysis

An analysis of the BHS system - or any educational system in general, for that matter - necessitates in the first place, a study of the General National Development Thrusts and their concomitant bearing on the educational thrusts of the period, and their relationship to rural education. Thus the present research used document analysis on materials that cover the Policy Thrusts and their implementation in three levels: the national level as well as the Ministerial , Ministry of Education level, the Regional level and the barrio level. For this purpose, it looked into the Phil. National Economic Development Plans which coincided with the historical development of the BHS System. These Plans include: (1) The 4 Year Economic Devlpt.. Plan: 1967-1970, (2) The 4 Year Devlpt. Plan: 1972-1975, (3) The 4 Year Devlpt.. Plan: 1974-1977, (4) The 5 Year Phil. Devlpt.. Plan: 1978-1982, (5) The 5 Year Phil. Devlpt. Plan: 1983-1987 and (6) The Phil. Mid-term Devlpt. Plan: 1987-1992.

The division of BHS developmental stages and the major educational reforms contained within the National Development Plan (Periods) that coincided with the system's historical growth are summarized in the figure below.



BHS Development Stages Within Phil.
Development Plan Periods

Moreover, a consideration of the flow of national policy implementation from the national government to the Ministry of Education level is necessary. To achieve this objective, MECS and DECS Memos, Guidelines, Letters of Instructions, and other available relevant documents were examined. This was done in order to clarify how these policies have been translated into educational rules and laws.

On the regional level, Letters of Instructions, Memos, and other available materials from the Regional office of the DECS were necessary for the purpose of investigating how the regulations from the national level of the Ministry of Education have been implemented according to the specific and peculiar needs of the local communities within the region. For this purpose, documents that could be obtained from the regional office were analyzed.

Socio-economic indicators were constructed for each period, to serve as index of the socio-economic growth and conditions of the regions in general and of Region 4 in particular. These include: regional income and per capita income, number of families and their income and expenses, GRDP (gross regional domestic product) and per capita output. Limited data on poverty threshold and regional poverty incidence were also used as background references. The reason for the choice of these statistical data on economics was primarily based on the fact that these indices have constantly been used by the National Economic Development Office in its regular and other periodic surveys of the socio-economic growth of the Philippine regions.

In addition to the the above materials, other statistical data on regional conditions were compiled and used for the purpose of examining how they might have affected the features of the BHS in each of the periods under study. Attempts were made to cover a comprehensive view

of the social conditions of the local communities. These data were to be analyzed side by side with the economic indicators mentioned above. Unfortunately, however, the publication dates for the materials aimed at were not always available. Thus only those that could be included were limited mainly to: population, density and literacy rate.

Education performance indicators were likewise constructed based on available statistical data mentioned above. The purpose was to examine the performance of the school system as a whole in the light of the educational policies, reforms and thrusts discussed above. Furthermore, they were analyzed side by side with the socio-economic indicators described above. These indicators include: number of high schools, number of SAP, enrollment number, number of teachers, high school education budget, and per capita cost, and drop-out rate.

Materials for BHS were derived mainly from scattered pieces of research studies on them, and statistical records for historical analysis and comparison. Previous intensive survey researches on rural education and rural development, both local and foreign, that would shed light on the topic, were analyzed and proved useful references.

(2) Theoretical Basis and Framework for Analysis

This research was conducted based on existing theories developed mainly on the following areas of education and educational research: (1) Educational System and the School as an Educational Institution, (2) Educational Access and the Measurement of Educational Opportunity, (3) School Evaluation and School Effectiveness, and (4) The Role of Rural Schools and Rural Development. Each of these research areas covers a broad range of subdivisions that necessitates a voluminous range of discussion, is multi-faceted and involves not a few, controversial and conflicting theories.

I shall now attempt to outline the major proposals of these researches and present my position on only some aspects of these theories upon which this research has been worked out and which have direct and relevant relation to the topic of this paper.

1. Theories on "The School as an Educational Institution"

I shall first discuss the theory on educational system established by Toshiaki Kuwahara in one of his first books, and which later appears in Kyouiku Ken to Kyouiku Seido²¹.

Educational system, according to Kuwahara, is a socially recognized institution that realizes the aims of education. The scope of educational system includes the institutions that directly accomplish the goals of education, and those institutions that indirectly accomplish these goals. In its narrow sense, educational system includes the school system in the former. On the other hand, the latter includes the system of educational administration and the system of educational finance.

My concern here is Kuwahara's definition of direct educational system which includes the school system as an educational institution and the structure of such system. The book claims that the structure of the educational system involves internal elements - those elements that directly accomplish the goal of education - and external elements - those that do not directly do so. Thus, the school, as an educational institution, involves these elements that make up an educational system- although not always all. In other words, they may overlap.

In this paper, I have considered these structural elements that make up the school and have summarized them into nine: (1) target group, (2) educational objectives, (3) system for provision of access, (4) instructional organization, (5) staff/ media, (6) educational evaluation, (7) system of

transfer to the higher stages, (8) place of establishment, and (9) establishing body.

In my previous M.A. Thesis, I used this framework in presenting the features of the Philippine Barrio High School System. I referred to each of these elements so as to compare and contrast the system and formal education in the regular high school and the Non-formal learning modes.

In this paper, however, I have narrowed down my investigation on only four of these elements because of two main reasons: (1) to suit the historical objective of this research, and for (2) practical reasons. Some of these elements would not lend themselves as objects of historical investigation as they remained constant throughout the history of the BHS system. Included here are the elements on target group and provisions for access. Some of them, on the other hand, are too broad to cover here, as they need separate dissertations to merit real value. These include the system of staff/ teachers, and educational evaluation. I have used the remaining elements as suitable objects for historical evaluation, and have come up with the four areas: (1) the educational objective of the BHS system, (2) instructional organization - focussing mainly on curricular content and how this has affected the system's capacity of sending students to higher stages of schooling, (3) the system of parents and community participation, and (4) the financial system. I have integrated the elements: establishing body and place of establishment - treated separately by Kuwahara - in the discussions to show the historical changes made on the elements of both (3) and (4).

2. Theories on "Educational Access and The Measurement of Educational Opportunity"

An evaluation of the BHS system in terms of its quantitative growth necessitates an investigation of the quantitative increase of the barrio high schools. By defining BHS growth in terms of its numerical expansion, I have attempted to show the increase in attendance, and to a certain extent, the number of students to whom high school education has been made available through the establishment of such schools. In this respect, I want to show one aspect of educational access; this is the truth, but not yet the whole truth.

The researcher believes, as Richards has proposed, that a study on the BHS system, which is a rural school, implies a consideration of the economic conditions of the rural household; and the BHS students are to be seen against this background. Thus it was necessary to look into such background factors as the financial capacity of the parents.

This capacity of the parents to send their children to school and the capacity of the school to keep the students for successful completion dictates a need to look into the structure of the school curriculum and into the system of instructional organization with respect to their relevance to the rural setting.

The use of the term "access" to schooling here implies what P. Richards has maintained in his book Education and Income Distribution in Asia. Richards claims that educational access is often measured in terms of its quantitative increase, and with this, access is defined in its very narrow sense: increase in the availability of seats, and therefore, of attendance.

He also proposes that access need be defined in terms of the capacity of parents to send their children to school, than have them drop out soon. Severely deprived economic conditions of low income households for

prolonged periods are bound to leave their scars on the child's academic achievement.

Furthermore, Richards maintains that access is defined in terms of the capacity of the school to keep the children in school to enable them for successful completion. This was taken into consideration in looking into the BHS curriculum and its relevance, and in the construction of questionnaire.

Then too, access can be defined in terms of the outcomes of schooling manifested in skills, abilities, and measured by tests and the NCEE.

Nevertheless, the writer does not believe that educational opportunity is measured in terms of the outcomes of schooling alone. It may be one measure, as mentioned above, but not the entire measure. Pupil achievement after a certain phase of schooling does not reveal well how the system is functioning. This is because there are other surrounding conditions that greatly affect student performance.

All the four items (1) attendance, (2) capacity of parents to send their children to school, (3) capacity of the school to keep the students in school for completion, and (4) the outcomes of schooling were taken into consideration in evaluating to what extent the BHS system has provided access to secondary education to rural children in the Philippines.

3. Theories on "Rural Schools and Rural Development"

Of equal importance to the relevance of the theories of school system and educational access to this study is that of the issue on the nature of rural development and the role of education, particularly of schools, on rural development. In this aspect, I have considered the discussions set forth by Coombs and Ahmed in the book Attacking Rural Poverty. The text claims that until recently, rural development has been

considered synonymous with agricultural production, and rising statistics on farm production was seen as an indicator of rural progress. But a new and larger vision of rural development, as reflected in the goals of the UN Second Development Decade, equates rural development with the far-reaching transformation of the social and economic structures, institutions, relationships and processes in the rural areas. Among the new goals set are as: generation of new employment, more equitable access to arable land, more broadened distribution of income, widespread improvements in health, nutrition and housing, and a greatly broadened set of opportunities for individuals to realize their full potentials through education.

But how does education fit into this broader conception of rural development? Coombs groups the kinds of education needed in the rural areas to feed into the process of rural development and these are:

- (1) General and basic education - This is what elementary and secondary schools seek to provide.
- (2) Family improvement education - This is designed primarily to impart knowledge, skills and attitudes useful in improving the quality of family life.
- (3) Community improvement education - This is designed to strengthen local institutions and their interaction with national institutions as well.
- (4) Occupational education - This is designed to develop particular knowledge and skills associated with various economic activities useful in making a living.

Coombs further indicates the poverty in the rural learning environments to meet the educational needs outline above. There is first of all, a lack of the many diverse modernizing influences from which people may at least learn informally to acquire their lifelong education needs. The second handicap is the severe shortage of organized

educational programs, both formal and nonformal that can assist in the modernization of the rural areas.

As regards formal education, rural areas suffer from inadequate formal educational opportunities. The objectives and curriculum of the formal schools relate mainly to any the first of the set of needs enumerated above, and contribute marginally, if at all, to the other three.

At this point, I would like to return to the main theme on the BHS System. I have indicated earlier and will continue to point out in the preceding chapters the relevance of this issue on the severity of formal education in the rural areas of the Philippines. By focussing on only one of the aspects of rural development, the literature on barrio high schools in the Philippines focus on the accomplishment of these schools regarding each of the aspects of family improvement, community improvement education and production and income increase. This paper, while attempting to show the contribution of the BHS system to the first of these needs - that is, to the growth of the formal education opportunities - aims to trace how the system - through its curriculum and system organization - has helped answer the other rural education needs enumerated by Coombs above.

Furthermore, Coombs, in his book New Paths to Learning, claims that economic growth per se, more narrowly conceived, increased agricultural production, does not in itself, constitute successful rural development. Broadly conceived, rural development means rural transformation - changes not only in the methods of production and of economic institutions but of social and political infrastructures, as well as of transformation of human relationship and opportunities. In looking into the current rural education strategies, objectives and programmes, it is essential to relate them in the context of national development efforts. Thus, in this historical study, I have attempted to describe each of the

developmental stages of the BHS system, as a type of rural learning, side by side with the national policies and development strategies.

4. Theories on "School Effectiveness and School Evaluation"

An investigation of how well the BHS system has performed its role and its functions necessitates a background, primarily of some theories on school evaluation and school effectiveness. Being a type of rural schooling, however, the BHS system has to be seen not only against such theories but also against those of rural schooling and the effectiveness of rural schools. Unfortunately, the present set of theoretical discussions confine themselves to the internal aspects of schools such as curriculum design and evaluation, construction of educational programmes and the like. Moreover, the field of school evaluation is at present beset with mounting problems related to research.

I shall now discuss the current problems in the field of school evaluation while referring to some theories that may be relevant to the investigation of BHS effectiveness.

David Reynold's Studying School Effectiveness provides some very relevant discussions to the main focus of this research. The section on "Issues in the Assessment of School Outcomes" indicates that to assess the extent to which schooling can "make a difference" on children calls first of all for the issue on outcomes. This raises the first factor of definition in assessing educational outcome. Factors selected as indicators of outcome must relate to the aims of schooling. Unfortunately, however, it is often difficult to agree what the aims of schooling should be, for these are many and diverse, resulting from the history of the school, the values of the staff and administrators as well as their perceptions, the expectations of the parents, and the range of expectations of the pupils as well. In addition to the problem of definition, there exists too, the need to consider

in addition possible negative responses to experiences at school. Outcomes may be seen either as desired effects of certain types of school practice, or as unintended consequences of the ways in which schools are run.

It is also pointed out that to assess school outcome in terms of student progress made only at the end of schooling is duly restrictive and may yield to only very limited insights. Outcome assessment should be made at certain points during a child's stay in school, and must include further assessments to know how far qualification gained at school do indeed influence later educational and career opportunities.

To assess schools on a variety of criteria, that is to extend the range of outcomes , raises a second question which center on the problem of measurement. For research purposes, it is possible to develop a wide range of indicators of both cognitive and non-cognitive outcomes.

Researchers have defined their own indicators in assessing school effectiveness. Rutter, et al used exam results, attendance rates, delinquency rates and school behavior measure measures as its set of indicators arguing that a school which was performing poorly in four areas would not be thought of as successful. David Reynolds, in this same book discusses some possible approaches to the assessment of attitudinal and behavioral outcomes. The first proposition made in this article is the need to separate outcome measures for independent analysis in as much as they may not be so highly interrelated. The second proposition is the task of generating further measures of outcome in as much as an educational system has a multiplicity of social, moral, cultural and aesthetic goals. More importantly, there is a need to tap "affective" rather than "cognitive" outcomes and social outcomes. But what exactly are these social outcomes remain a matter of considerable speculation, the writer confesses. However, some measures should attempt to tap the goals that

schools have always aimed for - sporting achievement, job getting and holding, and others.

One essential point is evident throughout all these theoretical discussions, that is: any evaluation of school outcome can not overcome the objectives of the school. Any measurement done on how well the school is functioning has to take into consideration the history of the school, and the broad education goals from which it draws out its resulting affective, cognitive and behavioral aims which affect its students. This thesis evaluates the BHS system outcomes in terms of its original objectives, and the process by which it has attained this - through changes in its internal elements - as pointed in No. 1 above, as well as the corresponding changing group expectations towards the school. Over and beyond all these, the BHS has always been seen as a type of rural school, and thus, discussions will always include measures of evaluating rural school effectiveness

The next issue I shall attempt to discuss is that on Curriculum Evaluation. In my investigation of the BHS system, I shall try to take a look at how the curriculum of the system has changed, and through such changes, I shall try to analyze how the system has met- or not - its educational aim. Such an endeavor necessarily precedes from a firm background of the theories on Curriculum Assessment and Evaluation. To try to make a comprehensive discussion of such theories here is practically impossible and meaningless. What I shall outline from now on are only those from which my investigations have been based, and whether these theories have proved useful in my analysis of the BHS curriculum. Before I dwell on specific theories, I would like to point out the present multiple problems and needs of curriculum evaluation to justify my present dilemma of choosing and adopting a fitting and relevant set of theories to work with.

In his epilogue in Curriculum Evaluation, David Payne points out that the multiple problems in the field of evaluating school curriculum rest mainly on three areas of: methodology, training and theory. I do not intend to discuss all these in detail, but I only wish to indicate that there are theories about almost everything in education except evaluation. There is a need for systematic models that allow objectives, data and decisions to be integrated. One of the major contributions that evaluation can make is the mere description of what has happened. "If there has been an effect, we need to know what the treatment was", claims Payne.

It is this descriptive task assigned to evaluation that is the interest of this research. This investigation shall attempt to describe the revisions made in the curriculum of the barrio high schools. In so doing I do not intend, however, to prescribe treatment, for the main purpose here is not to evaluate an educational program to come up with improvement. Rather, I intend to relate these changes to the overall educational objectives of the system, and trace the consequent results of such changes on the whereabouts of the BHS graduates.

One of the most disturbing obstacles in evaluating the curriculum of barrio high schools was the criteria on which to base such evaluation. The criteria developed by Ralph Tyler has helped in ironing out the trouble. Basically, Tyler's suggested criteria considers first of all objectives, and could be generated by seeking answers to the following questions: is the objective (1) something of value to society as a whole and to its individual members? (2) consonant with student knowledge and ability, and can it be mastered? (3) compatible with the current state of knowledge? (4) compatible with the school educational philosophy? (5) teachable?.

I do not wish to apply all these criteria in looking into the curriculum of the barrio high schools. I am merely interested in the fourth criterion: on whether the objectives of the curriculum are

compatible with the philosophy upon which these schools have been established. The statement of educational goals and objectives have many uses, according to Payne. They may be used to investigate priorities, as perceived by teachers and professors, or to investigate the congruence between the intent of a curriculum and actual outcomes. In a similar vein, Payne points out, statement of goals can be used in a kind of post hoc analysis of the curricula. The second and the last of these uses may come closest to the task of this present research.

(3) Questionnaire and Interview Methods

a. Objectives of the Survey

The original plan for the research was to concentrate on document analysis and examination of statistical records. Nevertheless, written documents, especially in the regional and village levels concerning Barrio High Schools were found to be extremely wanting. Thus, a survey - which was far from the original plan - was conducted on BHS teachers, school officials and other people concerned to collect data which could not have been obtained otherwise.

b. Objects of the Study

There were some considerations made in the selection of objects for the investigation. The first and foremost was: that out of the 12 regions of the country, those that manifest comparatively serious problems related to BHS system²² would be chosen. Originally, these were to include Regions 2, Cagayan Valley in the North, and Region 12, Central Mindanao in the South of the Phil.

Another consideration made was, to select at least a representative region from each of the 3 main islands of the country. With Regions 2

and 12 originally in mind, the next region that came up to the standard was Region 7, Central Visayas in the Central part of the land. Regions 2, 7 and 12 would give a fair representation of the Barrio High Schools in the three main largest islands of the country.

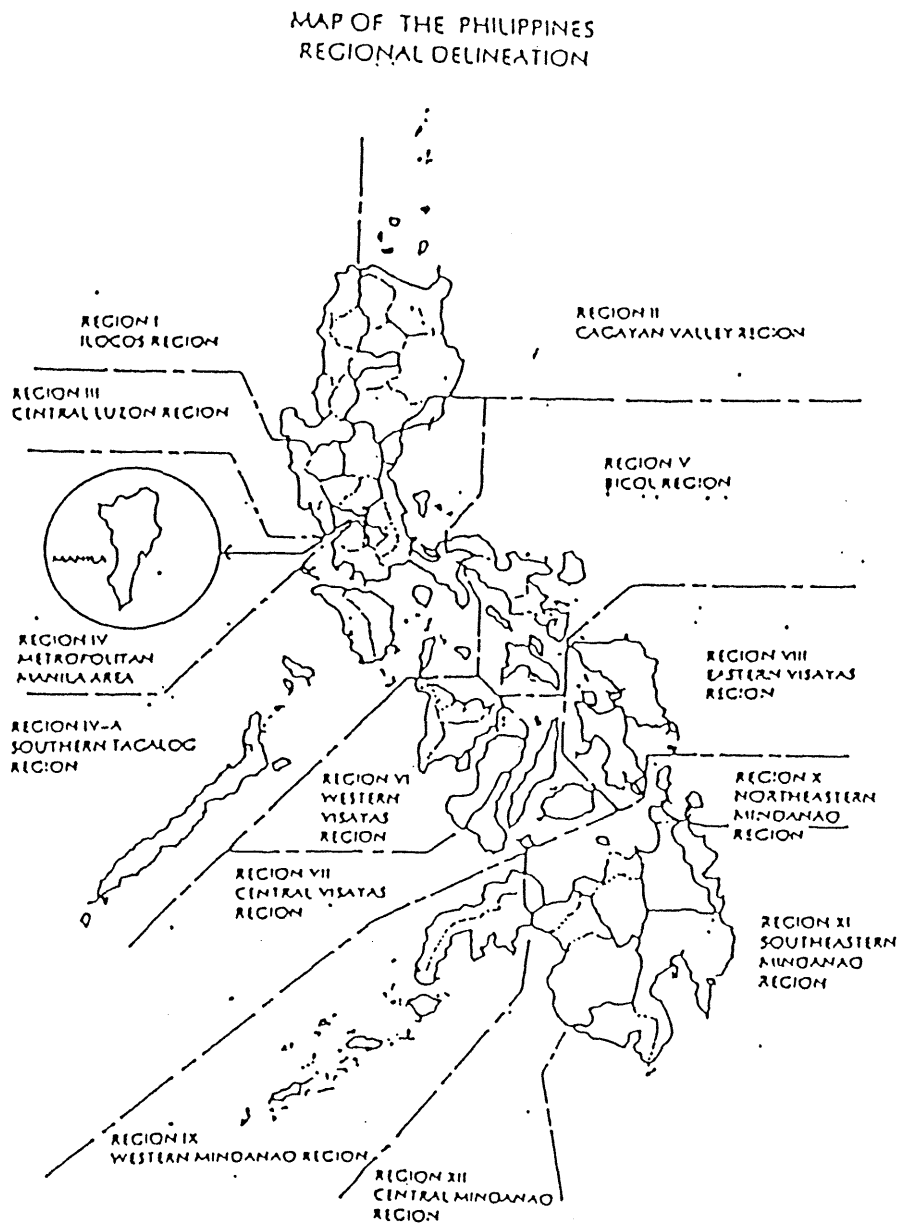
The third consideration was that subjects were to be selected based on practical reasons: the availability of and access to research materials. Thus, letters were sent to the NEDA²³, for data on socio-economic backgrounds of the regions, and to the DECS offices for education related information. Some of the offices were kind to respond; some however, did not reply at all.

Of the three originally intended objects of the study, Region 2 was ruled out of the list, because materials were virtually impossible to obtain. As for Region 12, a friend was helping in data collection in the early part of the study but finally stopped corresponding in the middle stage of the work. Thus, Region 12 was likewise removed from the list. As for Region 7, no response came from the Office of the DECS Regional Director. As a suitable alternate, a letter was likewise sent to the Regional Director of Region 4 who was kind enough to express willingness to help in the distribution of questionnaires to make up for documentary materials not available.

The Regional Director of NEDA Region 4 also sent some valuable information on the socio-economic background of the region. The NEDA Regional Directors of Region 7, Region 10 and Region 12 were likewise kind enough to share relevant data for research. Unfortunately however, materials on educational statistics on these places were not sufficient for the research.

After all these considerations had been made - and with the necessary research materials on education and regional socio-economic background - Region 4 was finally chosen as the object of the study. The

background - Region 4 was finally chosen as the object of the study. The map of the regional delineation of the Philippines is attached below.



c. Questionnaire Structure

As has been mentioned above, the major aim of the survey made was to supplement the missing data on the barrio level, concerning the nine elements of the BHS system and the modifications made on them in each of the different periods under study. Thus, the questionnaire was so structured as to cover a wide historical period including the three stages of BHS growth under investigation, from 1964 to 1989. It included a broad range of questions concerning the nine different elements of the BHS system, such as enrollment, school objectives, curriculum, teacher supervision, financing, and degree of parental and community participation in school activities, as well as their changes in each of the three historical periods. A copy of the questionnaire distributed to the target principals and teachers is attached in the Appendix.

In the analysis of the results however, it became clear that the focus would be mainly on the four elements of the system during the periods under study: the school curriculum, its objectives, its financing system and the degree of parental and community involvement as well. Thus a summary had been made on these areas of interest; these are indicated in the copy attached below.

QUESTIONNAIRE RESULTS

I. ON THE BACKGROUND OF RESPONDENTS

Total: 119	TEACHERS (91)	PRINCIPALS/OTHERS(28)
1.Age		
20-30	11 (12.1%)	1 (3.6%)
31-40	49 (53.8%)	9 (34.6%)
41-50	15 (16.5%)	8 (28.6%)
51-60	7 (7.7%)	5 (17.9%)
61-70	3 (3.3%)	1 (3.6%)
NA	6 (6.6%)	4 (14.3%)
2. Years in Service		
1-5 years	26 (28.6%)	13 (46.4%)
6-10 years	22 (24.2%)	6 (21.4%)
11-15 years	22 (24.2%)	3 (10.7%)
16-20 years	17 (18.7%)	2 (7.1%)
21-25 years	3 (3.3%)	4 (14.3%)
26-30 years	1 (1.1%)	0

II.ON BHS CURRICULUM

1. Kind of BHS curriculum in each of the stages of its development

Year:	64-69	70-86	86-present
a. more academic with less vocational	33	47	41
b. more vocational with less academic	3	3	3
c. purely academic	2	5	8
d. purely vocational	0	0	2
e. both academic and vocational	10	26	38
NA	2	2	2

2. Changes made in BHS Curriculum with new curriculum of SEDP

a. more academic subjects introduced	55	(48.6%)
b. more vocational subjects introduced	1	(0.9%)
c. academic subjects lessened	0	
d. vocational subjects lessened	3	(2.7%)
e. integration of both academic and vocational	44	(39.6%)
f. others	2	(1.8%)
NA	6	(5.4%)

3. Most useful aspect of BHS curriculum to barrio children at present

a. academic curriculum	51	(43.2%)
b. Practical Arts Courses	31	(27.9%)
c. Vocational Course offerings	27	(22.9%)
d. others	5	(4.2%)
NA	4	(3.4%)

4. Benefits of Vocational subjects to BHS students

	RANK
a. earning to pay for hs education	3
b. earning for family income	2
c. both 1 and 2	4
d. prepare for work after graduation	1
e. earning for personal enjoyment	5
f. for barrio/community development	6
g. all of the above	7
h. others	8

5. Skills that BHS develop in barrio/rural children

	RANK
a. academic skills	1
b. vocational skills	2
c. co-curricular skills	3
d. social ability	5
e. income-earning capacity	4
f. contribute to community devlpt.	6
g. others	7

III. ON ATTAINMENT OF BHS OBJECTIVES

1. BHS has attained its original two-fold objectives			
	64-69	69-86	86- present
a. YES	25	57	75
b. NO	9	12	7
c. DON'T KNOW	4	3	5
2.How: Status of Graduates			
	64-69(%)	69-86(%)	86-present(%)
a. in university	20	40	50
b. working	30	40	30
c. working and studying	10	10	10
d. unemployed	10	10	.5
e. married	10	.5	.5
others:			
put up their own business	10	.5	.5
NA	4		
3.Courses pursued by those in the University			
	64-69	69-86	86-present
a. College Degree	40	60	60
b. Vocational	40	50	50
c. others	40	40	30
4.After Nationalization, and with SEDP, BHS still attains its objectives			
a. YES	86	(73.5%)	
b. NO	9	(7.7%)	
c. DON'T KNOW	9	(7.7%)	
D. NOT SURE	11	(9.4%)	
NA	2	(1.7%)	

IV. ON THE ROLE CHANGES IN THE MANAGEMENT AND OPERATION OF BHS

	64-69	70-86	86- present
1. PARENTS	1	1	3, 6
2. BO. COUNCIL	2, 5	5	3, 6
3. COMM. LEADERS ¹ ,	3	3	1, 2, 5
4. SCHOOL OFFICIALS	4	4	4
5. LOCAL GOVT.	1, 5	1, 5	2, 6
6. NATIONAL GOVERNMENT	4,1	4,1	1

ROLES:

1. BHS Financing
2. Purchase of Necessary Equipment
3. Look for equipment to be improvised
4. Maintain quality of instruction
5. BHS construction
6. others

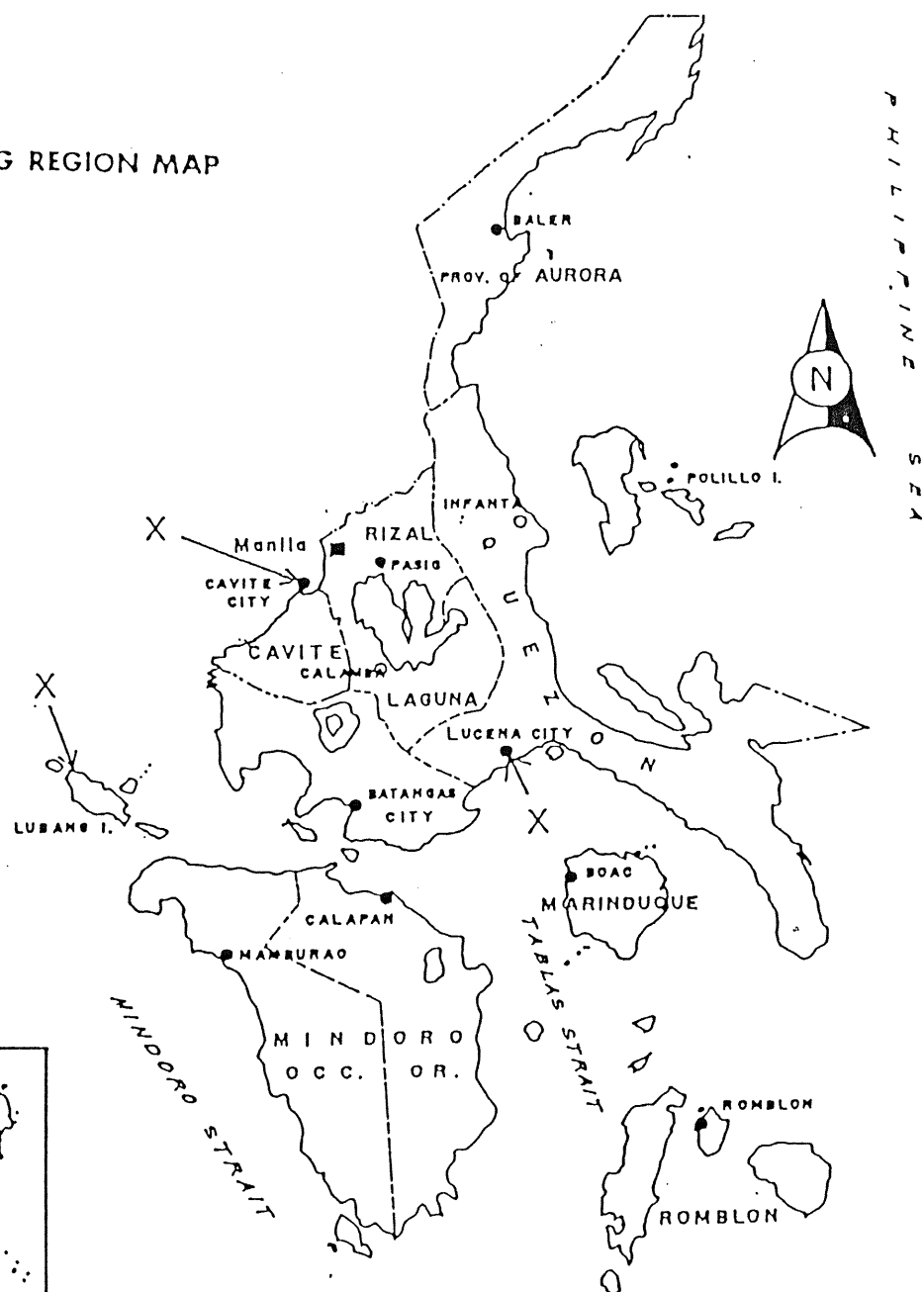
V. ON BHS SOURCES OF FUNDS

	(%)
National Government	95
Local Government	2
Parents	1
Community	.5
Bo. Council	.5
Donations/ Private	.5
Groups	
Others:	.5
Thrust Fund	
Canteen	
Fund-raising	

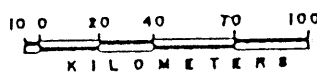
d. Period of Questionnaire Distribution and Returns

Questionnaires were sent by mail on Feb. 5, from Manila to the thirteen school divisions of Region 4. The total number of BHS in Region 4 is 358, while the total number of teachers is 3994. A total of 300 questionnaires were used using the proportion method, based on 300 as the base of the total sample number. Of these 300, 254 questionnaire copies were sent to the teachers and principals chosen at random. The other questionnaires were administered directly and conducted with personal interviews and visits to and observations of some barrio high schools in the Divisions of Laguna and Batangas. Due to practical limitations however, only 10 BHS in the divisions could be selected. The map of Region 4 is attached in the next page.

SOUTHERN TAGALOG REGION MAP



X : Indicates areas without BHS



Out of the 254 questionnaires administered, 119 (47 %) including those from direct interviews were collected as well as those sent back by mail. Of these, one hundred responses arrived within the period of March 3 to May 10. Seven more responses came within the period of May 17 to June 15.

Each of the 13 school divisions in the Region to which the questionnaires had been sent were represented by a few responses. A summary of the number of questionnaires administered and responses from the various divisions is shown below.

Division Name	No. of Respondents	No. of Responses Back
Aurora	6	*11
Batangas	64	**31#
Cavite	16	3
Laguna	27	30#
Marinduque	21	6
Oriental Mindoro	13	2
Occidental Mindoro	12	10
Palawan	16	7
Quezon	36	*
Rizal	8	5
Romblon	13	6
Batangas City	9	**
Lipa City	13	8
TOTAL	254	119

* responses from both divisions combined

** responses from both divisions combined

includes responses derived from interviews

e. Visits and Interviews

In order to supplement other data which could not have been obtained in the questionnaire, a visit to some barrio high schools and interview with the principals and assistant principals, as well as talks with guidance counselors were conducted on a total of 10 BHS in the divisions of Laguna and Batangas from February 5 to 10.

The contents of the interviews were mainly on the following: the actual conditions of BHS curricular offerings and their relation to the other institutions near the school site, the status and whereabouts of the graduates, the particular problems of barrio high school students, the degree to which the parents and barrio and the community at large are involved in running and maintaining the BHS system, and the changes in the schools, as a whole, as a result of nationalization.

f. Questionnaire Results

A copy of the overall computation of the results is attached in the Appendix, while the summary of the four main focal points in the study: (a) changes in the BHS curriculum, (b) changes in the objectives of the school, (c) revisions made in its financing system, and (d) changes made in the degree of parental and community participation, has been presented in the earlier section of this chapter. The survey responses have been integrated into three parts - with (a) and (b) as one, and the last two as separate items - and their discussions have been included in the presentation of every development period of the BHS system in every chapter from Chapter 2 to Chapter 4.

RESEARCH LIMITATIONS

Many limitations restricted the scope of this research. The degree to which government policies have been carried out in the regional level is extremely difficult to measure. Statistics on Barrio High Schools are exceedingly hard to collect, primarily because there has not been created a single office created for this, nor a general compilation of records available. Thus, the research focuses only on some national thrusts that have been found to be implemented in the other levels below the national level, that is the MECS/DECS and regional offices. Furthermore, difficulties were encountered in the selection of the subjects for investigation, details of which have been discussed above.

REVIEW OF RELATED STUDIES

Previous studies that proved relevant and useful for this research are grouped into 4 categories: (1) foreign theoretical discussions on (a) school structure, administration and evaluation, (b) intensive investigations on rural education and rural development, (2) studies on Phil. education in general and on Phil. High Schools in particular, including related problems and prospects, (3) local investigations on BHS in various regions of the country, and (4) specific researches conducted on BHS in Region 4, which is the focus of the present study.

1. Related works by foreign authors include the following:

1.) "Toward Defining Equality of Educational Opportunity" in On Equality of Educational Opportunity²⁴, by Frank Bowles. Edmund Gordon's essay asserts that the purpose of education in a democratic society is to broaden opportunities for meaningful participation in the mainstream of society through the development of necessary skills. Achievement of equality of educational opportunity would mean the achievement of at least 3 of the 5 basic competencies of (1) mastery of basic communication skills, (2) problem-solving, (3) management of

knowledge, (4) employment, leisure and continuing education, and (5) self-management.

2.) "The Measurement of Educational Opportunity" in On Equality of Educational Opportunity²⁵, by Henry Dyer. The work suggests an approach to be used in which schools may be legitimately compared with one another is the amount of pupil development that is attributable to the school's effort on behalf of the children. Dyer applies the student-change model to the measurement of educational opportunity.

3.) P. Richard's Education and Income Distribution in Asia. Richard's study indicate that in most of Asian countries, government effort and support for increased educational input were unlikely to produce equal results, in terms of national standards. He points out too that the socio-economic background of the pupils is the major determinant of their educational achievement, although schooling assumes greater importance when learning opportunities at home are meager.

4.) Nicholas Bennet's Barriers and Bridges for Rural Development. Bennet proposes some strategies for educational transformation. He stresses that any significant change in education can not take place without prior changes in society.

2. Local materials on Philippine education include the ff:

1.) Leopoldo Cruz and Rene Callado's Financing Secondary Education in the Phil. The work describes the different methods in financing different types of secondary schools in the country, and proposes a design for a new financial system in which: (a) the quality of education shall not be a function of the source of fund, and (b) the quality of education shall not be a function of local wealth.

2.) Priscilla Manalang's A Phil. Rural School: Its Cultural Dimension and Dimension. Manalang stated that the school could promote developmental change by (1) collaborating with agencies directly concerned with economic and technical changes, (2) improving the organization and quality of life in the school and classroom by developing and using a curriculum that is functional for pupils and teachers, and (3) reduction of bureaucratic constraints on teachers and school heads, so that they can be retained.

3) Zenaida Caintic's Higher Education in the Philippines. Caintic traces briefly the origin and development of higher education in the country, identifies its problems, and foresees its development in the future. Although the focus of the study is on higher education in the Philippines, it served a useful reference for the historical development of the administrative structure of the Philippine educational system in general, which in turn, provides relevant insights on the historical development of secondary education.

3. A number of surveys have been conducted and researches made nationwide by Filipino researchers on the organization and operation of BHS system in specific areas of the country. Many of these materials that are available show some common characteristics. The frequent concern of these writers are on: the contributions of BHS to countryside development and to the socioeconomic progress of the rural areas, how BHS has developed employable skills among children, aspects of school and community relations, comparison of achievement levels of BHS students and those of students in other schools. Some representative works will be mentioned here:

1.) Bonifacio Viray, A Study of BHS in Pangasinan. His survey indicated that majority of BHS did not meet enrollment guidelines and requirements. It also pointed out some administrative problems, teacher problems and quality of instruction.

2.) Bernardina Salig, Contributions to Countryside Development. The work indicated that BHS in the Division of Bohol have made many tangible/ visible projects that show their contributions to rural development, along the aspects of literacy, citizenship training, health and sanitation. It also showed the positive contribution of BHS on people's participation on community projects.

3.) Manuel Tan, Equalization of Formal Educational Opportunity. The findings indicated the effectivity of BHS programs in developing the socio-cultural dimensions of the individual than his capacities for economic improvement.

4.) Gelia Castillo, Alternatives for Rural Youth. The work concluded that since college education seems to be a path to upward social mobility even for the children of the rural farmers, even if only a small percentage of them go to college, the quality of secondary education in the rural areas is necessary towards improving the life chances of the rural population.

5.) Filateo Didal, The Rationale, Policies and Goals of the BHS. Like Salig's work, the study revealed that BHS have given positive influence on the life of the people like sanitation, poultry and swine breeding, tree planting and other similar activities.

4. Local researches that focus on BHS in Region 4 are not many. Few of the available ones include:

1.) Roquero Santiago's A Study of BHS in the Province of Rizal. He found out that BHS have provided the rural youth with the opportunity to avail of secondary education. He further recommended that new BHS should be opened only after the needs and problems of the existing ones shall have been solved.

2.) Rosalina Tubigan's The Implementation of BHS in Lipa City. He noted several factors that hinder the development of BHS in Lipa City like: limited physical facilities, inadequate instructional materials, laboratory equipment, and library facilities.

3.) Sixto Vera Cruz' BHS in Cavite: Status and Projects. The study concentrated on the location and staffing of BHS in the area, and found out that majority of these BHS have acquired their own sites, and are sufficiently staffed. It pointed out some problems like insufficient administration.

Thesis Structure

The contents of this work have been arranged in the following order:

The first chapter serves as an introductory chapter which includes the background and significance of the research, the research objectives and methodology, review of related studies and limitations of the work. It also outlines the theoretical framework for analysis that served as the backbone in the methodological investigation of the BHS system.

The section on theoretical basis and framework for analysis discusses four major areas where existing theories have been used as the backbone for this research. These include (1) Theory on Educational System, (2) Theory on Educational Access and Measurement of Educational Opportunity, (3) Theory on Rural Schools and Their Role on Rural Development, and (4) Theory on School Effectiveness and School Evaluation.

A Background of Rural Schooling has been included in this chapter to describe the types of education or modes of learning available to the rural youth as well as their limitations. It is rather descriptive and retrospective. The section, while presenting the general forms and examples of schooling in the rural areas, points out the necessity for an ingenuous and indigenous type of education appropriate to children in the far-flung areas of the country. In discussing the crisis on formal schooling and the limits of non-formal education, although not exhaustive, it aims to set the background of the particular conditions in the rural areas that prompted the establishment of the Barrio High School System.

Chapter I. The Barrio High School System. The purpose of this chapter is to introduce the barrio/barangay high school system by summarizing the findings of a previous research. As an overview of the

rural environment of the barrio high schools, a general description of two municipalities in Region 4 where the survey was conducted has been included in the first part of the chapter. A description of the entire region is presented in each of the following chapters in the section on the Implications of the Socio-economic Policies of each period. Thus it was not necessary to include it here. Then the chapter proceeds to examine the background upon which the system had been established, and the institutional features that made the system an effective form of schooling for the rural high school youth. It also presents the general trend of BHS growth nationwide from its earlier beginnings to 1986, as well as the internal and external factors that helped fan the growth of these schools.

Chapter II. The First Period: BHS Founding and Experimentation (1964 - 1970) aims to trace the growth of the system during the first five years after its establishment. It is rather analytical and comparative. The chapter has been divided into four parts. Part 1 looks into the general socio-economic development thrusts of the period as well as their implications on the regional level. An overview of the status of Region 4 in the 1960's has been included in this section. Part 2 discusses the national goals and policies for education, as well as their implications on the regional level by presenting the education performance of the various regions. Part 3 focuses on the status of BHS in the national level, seen through Ministerial Ordinances and Guidelines from the Bureau. Part 4 traces the implications of the national socio-economic development thrusts, presented in Part I, and of the national educational development thrusts, presented in Part 2, as well as the direct government efforts towards the BHS system, presented in Part 3 on the status and performance of these schools. It analyzes the BHS system in the regional and barrio level in terms of the qualitative as well as the quantitative

aspects of the barrio high schools by looking into their numerical growth, and by evaluating the schools' performance in terms of its original objective, and measured through the students' scholastic achievement and the status of its graduates. The Chapter first focuses on the general regional development of the BHS system as a whole before it focuses on a specific region. The results of a questionnaire have been integrated in the discussion of BHS features, status and performance.

Chapter III. The Second Period: National Socio-Economic Thrusts (1970-1986) aims to trace the growth of the system in the next 15 years of its existence. The second developmental stage of the BHS system is extensive. This chapter first presents the National Socio-Economic and Educational Development Policies and Thrusts of the period. It then proceeds to a discussion of their implications and the execution of such national policies by investigating some specific regional development thrusts. Like the previous chapter, this chapter is analytical and comparative. Similarly, it has been divided into four parts. The first deals mainly with the national development thrusts of the period, focussing mainly on the Socio-economic Problems, Objectives, Policies and Strategies for development in each of the plan periods under study and their regional implications by investigating the socio-economic performance of the various regions. An overview of the status of Region 4 in the 1970's and in the first half of the '80's is included in the investigation of national thrusts to illuminate how the region has been altered by the development thrusts on the national level. The second part focuses on the National Educational Development Thrusts and their implications on the education performance of the regions in general. Part 3 focuses on the status of barrio high schools in the national level, by examining the Department Orders and Bureau Regulations. As in Chapter

2, Part IV traces the implications of the national socio-economic development thrusts presented in Part I and of the national educational development thrusts presented in Part 2, as well as the direct government efforts on BHS system on the status and performance of these schools. Discussions in Part IV center on the quantitative growth of the schools and their qualitative development on the regional and barrio levels during the period under focus. This is done by evaluating the BHS system in terms of its educational objective, and measured through students' performance in scholastic test and the performance of the graduates in the National College Entrance Exams, as well as the status of its graduates. Questionnaire results have been incorporated in the discussions.

Chapter IV. The Third Period: Nationalization of Barrio High Schools (1986 -) As the chapter heading indicates, this part deals with the National Development Thrusts - Social and Economic, as well as Educational - under the present political set-up. Like the previous chapters, it has been divided into four parts, and the flow of discussions proceeds similarly in the following manner. Part I describes the national socio-economic development thrusts from 1986 to the present and their implications on the regional level. As in the previous chapters, a general picture of Region 4 and the changes made in its socio-economic status during the third period is included in this section. Part 2 describes the national educational development thrust and policies and their implications on the regional level. Part 3 analyzes the status of BHS in the national level by looking into the direct national efforts towards the system. Part 4 analyzes the implications of these socio-economic thrusts presented in Part 1 and the educational thrusts presented in Part 2 as well as direct government concern for barrio high schools presented in Part 3 on the

quantitative expansion as well as the qualitative development of barrio high schools and the performance of the BHS system - in terms of students' achievement in scholastic tests and graduates performance in the NCEE, and status of the latter after graduation - in general, and those of Region IV in particular.

Every chapter is concluded with a chapter summary and conclusions. The implications of the theoretical framework presented in the Introductory Chapter on every development period of the BHS system and their relations to the findings of every period under investigation are discussed in the section on summary and conclusions of each chapter.

Concluding Chapter. This chapter summarizes the research findings and concludes with tasks for future research. The implications of the theoretical framework on and their relations to the general findings of this research are discussed extensively in the final chapter.

N O T E S

1. Bulletin of UNESCO Regional Office for Education in Asia, 1 (1965), 2 (1967), 2 (1977).
2. More than 60% of the National Government Budget for Education goes to the Elementary Level.
3. Detailed discussions are given in Phil. HRD Yearbook, 1985.
4. Saturnino Magturo, "An In-depth Study of the Barangay High Schools", a Reference Paper, (Ministry of Education and Culture: Manila, 1985): 228 - 234.
5. Educational Decree of 1972, 169.
6. see no. 6 of Chapter 2, p. 67.
7. Ibid.
8. no. 8, p. 67.
9. no. 9, p. 67.
10. The Swanson Survey was conducted among public schools in the Philippines in 1960.
11. Vitalino Bernardino, "Developments in Philippine Education", Bulletin of UNESCO Regional Office for Asia, V4, 1965.
12. Details are provided in Vitalino, *ibid*.
13. Ibid, 322.
14. "Education in the Rural Areas in the Asian Region", UNESCO. 5 (SEPT 1970), 97.
15. Ibid, 98.
16. Ibid.
17. Pedro Orata was the founder of the Barrio High School Movement. For his earlier writings on BHS, refer to Basabas, Cecilia The Role and Institutional Features of Barrio High Schools in the Phil. Master's Thesis, 1986.

18. For a thorough discussion of the features of the BHS system, see Basabas, *ibid*.
19. *Ibid*. The work covers until 1986, prior to the present Administration, and includes general discussions on BHS in the entire Phil. No specific region was in focus.
20. For a detailed discussion of BHS, see Basabas, *op cit*.
21. Miyao Mano and Toshiaki Kuwahara, Kyouiku Ken to Kyouiku Seido. Dai Ichi Hoko, 1989.
22. See Basabas, *op cit*.
23. National Economic Development Authority of the Phil. The highest Economic Planning Office responsible for formulating and updating long and short-term national development plans as well as formulating policies and measures that will bring about optimal use of scarce resources.
24. Frederick Mosteller, On Equality of Educational Opportunity, (New York: Vintage Books, 1972) 423-434.
25. *Ibid*, 513 - 527.

CHAPTER ONE

The Phil. Barrio High School System: An Introduction

1.1. A BACKGROUND OF THE PHILIPPINE VILLAGE

This section aims to present a general description of the rural setting where the Philippine barrio high schools are located. It is limited in scope to the general description of some of the villages where survey was conducted. It is also limited in scope to a general description, the resources, occupational patterns and agricultural services of the people in these rural areas. The presentation is not exhaustive because such descriptions are found in other related surveys and are not relevant to the aims of this research. Besides, a thorough reading of the section on barrio high school system that follows will give a more vivid picture of the environment in which these schools are situated. The presentation is limited to two representative towns of Sto. Tomas in the province of Batangas and Calamba in the province of Laguna where the barrio high schools chosen for the survey are located.

1.1. The distinct features of the towns

1.1.1. The Town of Calamba

The town of Calamba has a total land area of 14480 hectares, representing a mere 0.1% of the region's land area. It has a population of 144037 persons as of 1987, representing 13% of the total population of the province where it is located, and it has an average density of 955 persons/sq. m, with an uneven distribution of the population. There is a heavy concentration of the population within the urban core of the municipality and this overall population increase is due to the mushrooming of new subdivisions and housing projects. Added to this is

the growing influx of industry into the areas. The average household size ranges from 4 - 8.

The town is composed of 54 barangays, originally called the barrios. The biggest barangay has a population of 22,182 people while the smallest is populated with 274 and a land area of 0.39 sq. m..These barrios are geographically divided into clusters according to physical boundaries. Some of these barrios are called the urban barrios because they are located within the towns, while some are called the rural barrios because of their geographic distance from the urban centers and the means of livelihood.

Calamba is rugged in its physical features. It ranges from level plains to hilly and mountainous. In the east-central part is the narrow vast plain while the eastern, southern and western parts of the municipality is a belt of hills and mountains.

The physical features of the town largely determine the resources and means of livelihood in the different parts. The greater part of the town is still engaged in the production of rice, sugar cane and corn, especially in the upland areas where water is scarce. Recently, rice fields have been converted into subdivisions to accommodate increase in population by migration from neighboring towns. Those near the rivers and the bay are engaged mostly in fishing industry, duck-raising or shell-gathering, the main sources of livelihood. In the barrios within and close to the towns, the people are working in factories. Still a great number of people are engaged in business since the town has emerged as a nerve center for trade and commerce.

Calamba used to be a former barrio of Cabuyao, one of the towns in the provinces, but because of the increase in its population and urbanization, it has come to be recognized as a separate town in itself.

1.1.2. The town of Sto. Tomas

The town of Sto. Tomas has a history that dates back to the 16th century. It derives its name after a saint's, given by the Spanish friars. It has a native name which denotes the physical location of the place, and the twin rivers divided the place that formed different unit groups that are called the barrios.

Sto. Tomas is located in the northernmost part of Batangas. It has a land area of 93.25 sq. kilometers. It has a distance of 67 km from Manila and is accessible from Manila by land transportation.

With the exception of the northeastern part which is somewhat mountainous, the rest of the town is generally plain. The primary sources of livelihood are agriculture, forestry, hunting and fishing. Secondary resources come from manufacturing.

At present the town has 35 barrios or barangays.

1.2. The common features of the towns

Systematic linkages

Because of their relative proximity to Metro-manila, the urban barrios in these two towns were not really isolate. Although transport facilities were quite rare, villagers were in close contact with the outside world as often as possible, in the forms of economic, educational, social and recreational contacts. The educational profile of the youth, the number of schools instituted in these barrios, the number of in-school and out-of-school youth, and the problems that go with the system are described elsewhere in this paper and need not be presented here. It is enough to say that children in these villages could go to other urban centers for recreational purposes, while adults can visit neighboring facilities as easily as time and resources permit them. In short, the village

dwellers in these towns exercise greater social mobility than those in rural villages.

Language Situation

The people in the areas chosen for this study belong predominantly to the Tagalog speaking group. Although a certain kind of regional accent is obvious when one talks with the people in the town of Sto. Tomas, verbal communication is easy because of the closeness of their dialect to the standard Tagalog nationally prescribed. At home, children learn Tagalog as their first language and use this in daily life. Those who have access to media like newspaper and TV, and English books learn English as a second language before the elementary years. In school, English is taught as a second language in the rural schools, while Tagalog is used as the medium of instruction.

1.2. FACTS BEHIND THE EMERGENCE OF THE BARRIO HIGH SCHOOL SYSTEM

A barrio high school, now known as the barangay high school, is a self-help secondary school in the remote areas called the barrio, established by the people themselves. It is an extension or a branch of an existing government high school located in the town. The organization of the barrio high school started experimentally in the province of Pangasinan¹ in June 1964 in answer to the need of four-fifths of the youths who could not go to established high schools in the capitals or urban areas. The barrio high school was founded by a private individual named Dr. Pedro Orata, the acknowledged founder of the barrio high school movement. As to the goals of such schools:

"It is the same as that of all schools; namely to give all the Filipino children the opportunity to develop their capabilities to the utmost by enabling them to go further than the elementary grades, to high school- and to college, too- that are within walking or commuting distance from their homes, and which they and their parents are willing to support."²

1.2.1. Motivations for the Establishment of the BHS

Dr. Orata's concern with the worsening juvenile delinquency and ignorance of the rural people in the town of Urdaneta, Pangasinan, and in fact of the entire country, evolved the idea of keeping the youth longer in school and training them to become productive individuals. It is believed that one of the best ways to minimize social and economic problems which is gnawing at the very vitals of society is to keep the youth busy studying and usefully attending to supervised home projects.

Expenses for their education would not be a problem since the items for transportation to the regular high school in town including boarding and lodging are removed from the family budget of the parents. Government aid would be insignificant because the barrio high schools would operate on a self- support basis. The government is not in a financial position to support adequately the elementary school which is compulsory level, more so the high school level.

Thus, the parents and the community can work together to establish, support and maintain their own high school. The local PTA's would shoulder a greater part of the burden of expenses. Work experiences of the students in the practical arts courses would be implemented in terms of supervised home projects which provide opportunities for them to earn while studying, at the same time motivate the parents to work harder and produce more.

The BHS project was initiated on the following major assumptions:

1. Secondary education should be within the reach of as many youths as possible.
2. The government is unable to support a sufficient number of readily accessible secondary schools.
3. Available facilities exist which can be utilized for secondary education in the rural areas, and
4. Students as well as their parents are able and willing to pay for the cost of their secondary education.

1.2.2. The Goals and Objectives of the BHS are four-fold:³

First. Educational: To enable the barrio boys and girls of high school age to complete secondary education and to raise the educational level of the communities, and at least to provide an opportunity to attain college or university education.

Second. Economic: To encourage and guide the parents to increase their income by improving the productivity of their farms so that they can pay the tuition fees of their children and to enable the students to earn part of their school expenses by engaging in productive home projects.

Third. Social: To reduce, if not to eradicate juvenile delinquency by having the young people usefully occupied

Fourth. Administrative: To strengthen the holding power of the elementary classes and to provide a means of articulation between the elementary and secondary levels of instruction.

After two years of insistent effort, Dr Orata's proposal for the establishment of three barrio high schools in three barrios of Urdaneta on an experimental basis was approved by the education authorities. Of the total 2746 students enrolled in high school in the town at that time, 352 were enrolled in the BHS.

The first high schools of this kind was started by Dr. Orata with 350 students whose education was delayed for three years, making use of a roofless church, without books, pencils or papers, or money to pay the teachers' salaries. All there was were 15 teachers who were employed

without salary for a while, persons who had more than high school education but no adequate qualifications. The floor of the church was divided into four parts, and the students and their teachers sat on the floor for classes.

The study of science was conducted without any apparatus equipment 'because the raw material for science is everywhere, in the backyard and in the farm'. The elementary school teachers in Urdaneta prepared 60 experiments in science "in not one of which they had to use specially designed apparatus".

In the school, in hospitals, in drug stores and in the homes of students, there were innumerable objects that were discarded such as burned electric bulbs, empty cans and bottles, worn-out tires and tubes, glasses, corn husks, bamboo, wood, etc. These were used to improvise science and practical arts and equipment. For materials that could not be improvised, the children had to contribute a small amount to buy at least one of those apparatuses for their common use.⁴

The first students made baracbac slippers which they sold and their income used as tuition fees to pay their teachers' salaries after a while.

The first year of the first three BHS was so successful that 4 more such schools were soon established. By SY 1965-66, there were already 7 BHS in Urdaneta town alone. The following year, 8 more BHS were established in 6 towns of Pangasinan, giving a total of 15 high schools in

the barrios alone after a period of two years since its establishment. Details of the expansion of BHS will be given in the following chapters, after a discussion of the legal recognition of this new system.

1.3. ESTABLISHMENT OF BHS AS A LEGAL EDUCATIONAL SYSTEM -THE BARRIO HIGH SCHOOL CHARTER-

The Social Background:

One of the more pressing problems that characterized the Philippines in the 1960's was unemployment of the educated. University graduates, even more so, the high school graduates, could not be absorbed in the companies or jobs which they had been trained for. On the whole, the main educational problems can be summarized as follows:

1. Quality and Social Relevance:

Many educational practices and devices have been rendered obsolete by new requirements. The school system, established in the colonial era, might have served the ends defined for it by the colonial authorities, but there is increasing doubt as to its relevance to the needs of a changed social and political order. The purpose of schools, was apparently to prepare students for the next higher level of schooling, and not to develop their potentials to become productive citizens.

2. Manpower Supply-Demand Mismatch:

Available studies indicated that the educational training at the various levels did not prepare for existing jobs either in the traditional or modern employment sector. Moreover, the available opportunities in certain occupational areas were either disproportionately large or small.

At a time when the country was moving towards industrialization, even as it continues to strengthen its agricultural economy, acceleration of production requires a steady reservoir of trained manpower. This demanded not only the provision of training programmes for critical occupational areas but a redirection of the right kind of students in higher education into training programmes in the critical occupational areas that are vocational, technical in nature. Any major expansion of the existing vocational, technical effort would, however, involve funding which is beyond what the national economy can afford. There was a need to provide secondary curriculum that would re-direct students to occupational areas other than the historical inclination for white-collar jobs.

Thus, education had to be re-oriented to the social and economic demands of an accelerating rate of national economy, and this can only be attained through a functional, practical school learning. The students, a potential force for national manpower and economy, need to participate in economic development and production.

But agricultural, social and economic development is only possible if attitude towards work, investment and cooperation could be changed, illiteracy eradicated or at least reduced. The desirability of cooperative work and the extension of community ideals to the barrio people was urgently needed, with an intensified fight against illiteracy, and a need to end the situation whereby schools produced students who were either trained for employment nor willing to fit into society from which they come.

1.3.1 Institution Of The Barrio High School Charter And Policy Issues Involved

Against all these challenges, the Board of National Education⁵ took cognizance of the barrio high school movement which had been fanned by the courage and enthusiasm of the barrio folks in having the opportunity of secondary education for their children. The rapid expansion of barrio high schools revealed some merits; at the same time gaping deficiencies were showing.

The Board considered the formulation of guidelines for the establishment of these schools following the careful analysis of the requirements and standards of existing public and private schools. After a series of meetings and deliberations, the Board approved in principle, the revised guidelines in the establishment and operation of the barrio high schools.

The underlying issue the Board had to contend with was the status of these schools. The situation then that would encumber the further expansion of these high schools prompted the Board to request the Chairman of the Committee on Education in both Houses to file bills regulating the establishment and operation of barrio high schools based on the draft proposals of the Board of National Education.

Thus, five years after its first experimental basis of establishment, the BHS having spread widely across the various regions of the country, and with its successful operation, was given its legal recognition by the government in 1969. Republic Act No. 6054, "An Act to Institute a Charter for Barrio High School" was passed by the Congress of the

Philippines, and the implementing rules and regulations took effect on July 1, 1970.

The institution of the Barrio High School Charter is based on a National Policy⁶ to provide equal opportunities for all children of all people in the Philippines regardless of place of birth or of the economic status of their parents to acquire a high school education. This policy has particular reference to the youth residing in the barrios, who because of their distance from the nearest secondary school have to exert more than ordinary effort and expense to avail of a high school education. It aims to bring secondary education within the reach of the youth in the rural areas who otherwise would have been satisfied with their meager education.

By Constitutional mandate, the Government is committed to the establishment and maintenance of a complete and adequate system of public education.

The following socio-economic demands prompted the recognition of the barrio high school as an educational sub-system, necessary:

The Philippine government has established an educational system consisting of the elementary, secondary and collegiate levels pursuant to the Constitution. Of these three levels, the secondary level is and always has been the bottleneck link of the school system, considering that one out of five high school youths are in school.

In the allocation of investment in education, the educational responsibility of the government is very uneven among the three levels. Of the three levels of instruction, the support of the high school has been

entrusted to the local government and / or to the people. The state has not had a strong and potent participation in the manpower development responsibility because of its constitutional and legal commitment to elementary education, such commitment exhausting almost entirely the educational budget.⁷ This leaves the bulk of secondary, and almost entirely higher education, to private initiative. The fluctuating and varying capacity of the local government has resulted in the weakening of this important link between the local and upper rungs of the school system.⁸

Moreover, the unstable sources of funds for the public high schools⁹ can not cope with the increasing demands for high school education, considering the great and continuing increase in the high school age population in the 1960's. Nearly 50% of the population are under 15 years of age and more than 70% are in the rural areas.¹⁰

Furthermore, educational attainment surveys revealed that the attainment of the people was the fifth grade which is less than the requirements of literacy.¹¹

Ironically, the minimum requirements for employment in the lowest available job is graduation from high school. The social demand for education increased as the educational consciousness of the population increased.

The government, believing in the direct relation between the levels of education of the people and the level of their socio-economic status, declared it a policy to extend educational opportunity to rural youth to enable them to raise their level of education from elementary. This would open the door for the increased and enlightened involvement of

people in the rural areas not only for individual self-fulfillment but also for making possible their direct participation in the socio-economic progress of their respective communities.

With the Barrio High School Charter and its implementing rules and regulations, the barrio high school came to be recognized as a legal educational sub-system within the entire educational system of the Philippines. It started to have an identity of its own: in goals and purposes and functions, in programs, in organization and procedures, in personnel, in scope and student population, and in financial support.

1.3.2. Structure of the Barrio High School Charter

The philosophy that permeates this law is anchored to the doctrine of self-help based on the principle that progress can best be attained if people learn to help themselves. Every opportunity is therefore, afforded to the barrio citizens to organize and operate their barrio high schools with the minimum of financial assistance from the government.

The BHS Charter defines a barrio high school and differentiates it from other secondary schools established and maintained by the government bureaus as well as from those operated by private individuals. The law provides the conditions and requirements for the opening and establishment of a barrio high school.

The provisions of the BHS Charter state that the supreme authority in the administration and supervision of the BHS rest on the Director of Public Schools, who in turn shall delegate its direct supervision to the Superintendent of the Division, Province or City. The BHS Charter also clearly describes the role and responsibility of the Principal of the Mother

High School, the elementary school principal as well as the functions of the Bo. Council and Bo. Captain in the establishment and support of the school.

Financing the BHS constitutes another essential part of the BHS Charter. It specifies (1) the fees and other charges that are to be the primary source of funds for the operation of the BHS, and (2) the persons and offices to assure responsibility for the collection, disbursement and administration of such funds as well as (3) the manner of collection of such fees and manner of disbursement of such funds.

The law on recruitment, qualification, appointment, ranking and salary of teachers, full-time and part-time is specified in detail in the Charter.

The BHS Charter also provides that the BHS adopt an integrated curriculum consisting of academic and vocational subjects. It also specifies the unit requirement for each year level as well as the conditions to be observed in vocational course offerings within the barrio high school.

More importantly, this law provides the regulations for the use of facilities of elementary schools for the functions of the barrio high school to which the barrio high school should conform.

What are not specified in the BHS Charter, however, are the students' grading and evaluation system as well as the systems for promotion.

The passing of Republic Act No. 6054, otherwise known as the Barrio High School Charter removed the impasse created by the strong objection of some private schools situated near the barrios. The implementing rules of the same act made the barrio high schools a joint responsibility of the community and of the authorities concerned to ensure that educational standards are met in these schools.

Since the approval of the Charter in 1969, more and more barrio high schools were opened, resulting in the proliferation of these schools in the different regions of the country. A copy of the BHS Charter is attached in the Appendix. The table in the following page indicates the number and distribution of the barrio high schools in the different regions of the country.

DISTRIBUTION OF BARRIO HIGH SCHOOLS IN THE VARIOUS REGIONS**

The following table indicates the extent of BHS establishment in the various regions of the country.

Table 6: Distribution of BHS in the Different Cities and Provinces (as of 1986)

Region No.	Region Name	No. of Provinces	No. of Cities	No. Of Municipalities	No. of Barangays	No. of BHS
NCR	National Capital Region	-	4	13	1692	6
I	Ilocos Region	7	4	172	3950	333
II	Cagayan Valley	7	-	118	2663	81
III	Central Luzon	6	5	116	2832	195
IV	Southern Tagalog	11	8	211	5171	366
V	Bicol Region	6	3	115	3452	221
VI	Western Visaya	5	3	122	4014	252
VII	Central Visaya	4	9	122	2985	146
VIII	Eastern Visaya	5	3	139	4166	187
IX	Western Mindanao	5	4	93	2378	120
X	Cagayan de Oro	7	7	115	2404	130
XI	Southern Mindanao	5	2	84	1610	141
XII	Central Mindanao	5	3	104	3732	109
TOTAL		73	60	1524	41049	2287

*** The map of the thirteen regions of the Philippines appears in the Introductory Chapter.
For the latest data on regional delineation, barangay distribution, see Appendix.

1.4. THE INSTITUTIONAL FEATURES OF THE BARRIO HIGH SCHOOL SYSTEM

In this section, I shall make clear the institutional characteristics that work successfully in BHS' role of extending access to education, by comparing it - in a summary form - to the formal as well as to the non-formal modes of learning as they had been presented earlier. Furthermore, this section discusses the essential features that the BHS system shares with each type of learning mode. The reason for the choice of the table is one of natural consideration of education as a productive process.

The elements in the table represent the three essential factors involved in the education process: the input, output and throughput. All the resources combined to bring about the teaching-learning process in a barrio high school are determined by the target client of the school: the youth of high school age of the barrios. It functions through its unique features in the throughput, and ends with an integrated type of education as its goal. Because the barrio high school is only a sub-system of another sub-system beyond it, the possibilities of transfer to the upper level formal schooling is also considered.

FEATURES OF THE ORIGINAL BHS SYSTEM

INSTITUTION/ FEATURES	SCHOOL	BHS	NFE
1. Target Group	=13-17 yrs old =elementary graduates	=13-17 yrs old =elementary graduates	=small groups of varying characteristics =the youth included
2. Educational Objectives	=for general basic educ =for higher education	=for college preparation =preparation for work	=varied: (1) specific skills : for immediate income : for employment (2) knowledge and information
3. Provisions for Access/ Admissions Requirements	=completion of first level	=completion of first level =willingness to cooperate	= none
4. Teaching Learning Organization: : School Days : Time Schedule	=four years =M - F =fixed, regular hours	=four years =flexible class hours	=limited period =short duration =flexible times
5. Staff/ Media:	School Teachers	School Teachers Agriculture Extension Workers and Staff	=varied according to establishing body
6. Educational Evaluation	=grading system =regular examination	=grading system =regular examination	=none
7. Possibilities of Transfer to Advanced Level of School	=college preparatory curriculum	=college preparatory curriculum	=terminal
8. Place of Establishment	=School District/ towns	=barrio	=varied
9. Establishing Body	=government local	=community barrio people	:government agencies :private sector

1.4.1. The BHS as a Formal Educational System

Like the formal school system, the BHS system is a continuous program conducted within the formal graded school system intended to serve the large masses of rural youth within a definite period of four years. It includes a formal curriculum that is standardized and regulated by the Ministry of Education and Culture of the land. Because it serves the functions of the second stage in the educational system, it requires the completion of the first level of schooling for admission into its system.

One of its dual objectives as a high school, and as an extension of the mother high school is to prepare the students for further academic training to be pursued outside the rural areas. Its staff, the teachers, and to a certain extent the selection and training of some of its administrators fall within the prescribed rules of the MEC.

1.4.2 The Barrio High School System as a Nonformal Institution

Considering the inflexibility of the curriculum in a regular high school, the BHS is more like the non-formal type of learning in that it provides for skills-oriented, work-oriented type of activities through its varied vocational curricula that are organized and implemented considering the conditions and circumstances of the community where it is located. Moreover, it possesses flexibility in its institutional arrangements of class schedule within the week and activities conducted outside the school. This is dictated by the nature of and the objectives of the barrio high school system.

Aside from the regular teachers which it shares in common with the school system, it utilizes the service of agricultural extension workers for the vital implementation of its vocational and work-oriented curriculum.

1.4.3. The Integration Of Both in the BHS System

The BHS system shares in common the goal of regular high schools in providing academic, college-preparatory education to the graduates of elementary schools in the rural areas of the country. To realize this objectives, it uses the services of publicly recognized and authorized teachers. Furthermore, as a formal institution within the entire system of the and, it evaluates the students' achievement to better direct them to university life or to work life after high school. At the same time, it shares strongly the vocational, specific skills-training nature of the non-formal type of learning given to rural youth.

In the same manner, to fully implement its goal of developing skills & technical know-how needed for work, for immediate income necessary for schooling, or for future employment it can not rely solely on regular classroom teachers but on the technical experts and agricultural extension workers that will supplement and assist the students and parents in their work and income-generating projects.

1.4.4. The Unique Features Of The BHS System

The best feature of the BHS system is its integrative function of providing education that each of the formal and the non-formal institution can not provide. Moreover, as we have seen in the table above, the establishment of the barrio high school is not dictated by the government, and except for those short-term, non-formal training projects sponsored by other establishing bodies from outside the barrio; it is established for and within the reach of the barrio children by the barrio folks themselves. The main difference between a barrio high school and a regular high school is that the BHS does not depend on the government; it is a school of, by and

for the community. As a school, its essential feature is its strong vocational bent which the regular high schools can not effectively implement, and the process by which it helps the students stay long in school in spite of financial constraints. The details of these features will be presented in the following discussions.

1.4.5 A Close Look Into the Features of the BHS System

1. The Target Group:

The declaration of Policy of Republic Act No. 6054 states that "it is a national policy to provide educational opportunities for all children of all people of the Phil, regardless of place of birth, and economic status of parents to acquire higher education." This policy has particular reference to the youth residing in the barrios who, because of their distance from the nearest secondary schools, have to exert more than ordinary effort and expense in order to acquire a high school education. A high school within their own barrio brings secondary education within the reach of the youth in the rural areas who otherwise would have been satisfied with their elementary schooling. The barrio high school system was conceived as a solution to the acute shortage of opportunity of high school education available to the rural youth. The educational objective of the BHS, which is one of the four-fold objectives for its establishment is: "to enable the barrio boys and girls of high school age to complete a secondary education and to raise the educational level of the rural communities".¹²

2. Educational Objectives

There are two kinds of youth who grow up in the barrio with respect to their future work and residence: those who will leave the barrio, and those who will stay. For those who will leave the barrio and pursue higher studies, this high school offers a general academic and college preparatory curriculum; and for those who will stay, live

and work in the village, this school offers training for farm productivity and employment.

For this purpose, the BHS curriculum includes many practical subjects in addition to the conventional academic subjects. It adopts an integrated curriculum consisting of academic as well as vocational subjects.

a. The Formal Curriculum

The curriculum of the barrio high school while aiming to provide low cost secondary education to students, aims also to provide at least an opportunity to attain college or university education. Thus, it is college-preparatory. The barrio high school, we have mentioned earlier, is an extension of the main high school to which it is attached. Thus it offers the same academic courses as those offered in the main or the mother high school.

The formal school curriculum includes the usual list of courses such as communication skills, math, science, social studies, practical arts, etc. The figure in the following page reflects the typical content of the BHS curriculum¹³; a sample of its actual implementation in each year level is attached in the Appendix.

SUBJECT AREA	CURRICULUM YEAR				TOTAL UNITS
	1st	2nd	3rd	4th	
English	1	1	2	2	6
Social Sciences	1	1	1	1	4
Natural Sciences	1	1	ID	ID	4
Mathematics	1	1	1	1	4
Pilipino	1	1	1	1	4
Health, PE Music*	1	1	1	1	4
Vocational Education	ID	ID	ID	ID	4
UNITS	7	7	8	8	30

D - Double period of 80 minutes/day

*PMT, Boys III and IVth year, 2 days a week

Character Education - One day / week in English or Pilipino period

b. The Vocational Curriculum:

Side by side with the academic, college-preparatory subjects, the barrio high school provides vocational education through at least one vocational course for each curriculum year.

Since the adoption of the BHS Charter, the vocational course in each curriculum has been made terminal. Each of these vocational course offerings is not a pre-requisite to a vocational course in the succeeding year. The vocational courses to be offered in the high school depends primarily on the resources, needs and conditions of the community where the barrio high school is located and secondarily on the desires and interests of the students for skills of employment. The integrated curriculum stresses local vocational work that is intended for those whom high school education is terminal. However, because different barrios/ barangays vary in their resources and needs, different barrio/barangay high schools consequently develop different curricula.

Vocational education in a barrio high school follows a non-formal type; it comprises of raising of pigs and poultry, rice, corn and green vegetable production, planting nutritive foods in yards and farms, improvising science equipment, etc. These activities are coordinated by an Agricultural Extension Worker who relates them to the formal school subjects.¹⁴

At the start of the high school movement, the supervised home project found its real worth when it was tried out as an integral part of the instruction in Practical Arts and the Vocational Courses in the first experimental barrio high schools in the province of Pangasinan. Vocational courses emphasize work-oriented programs related to community development needs. Projects like swine breeding, for instance, which was started by the student at home as an application

of school lessons, was visited by the Practical Arts teacher once a month or as often as needed. During the visit, the teacher met with the student and parents and discussed with them solutions to whatever problems were encountered in connection with the projects and changes or improvements needed so that more profit can accrue from the project. From such profit, the student paid his school tuition fee.¹⁵

The best well-known feature of the vocational curriculum of the barrio high schools is its strong work-oriented program that, as we have mentioned for some times, have two specific purposes for the students: to earn their school expenses, and to contribute to economic development. The fact is that in elementary and high school, and even in the university, working as such has been regarded as extra-curricular in nature, which meant that it is not quite as good as the curricular or book-learning experience. But in the case of the barrio high schools, there have been enough evidence that high school students would appreciate the dignity of labor, such as the raising of pigs or chickens, of filling holes in a road after a flood, planting rice, corn or tobacco, taking care of sick animals, and the like. Why is this so? The reason is that their doing so enables them to earn money with which to pay for their education: their tuition fees, book rentals, or even their diplomas, or money to buy better food for themselves while studying. The enclosure in the appendix is a list of a few examples among hundreds of others where high school students in the Philippines have worked or are working on menial jobs and earn their way to school.

Another feature of this non-formal curriculum is the so-called "earning -by- learning " activities; for instance, (a) 29 students in

years 1 - 4 earn a P30 a month by Baracbac weaving; (b) other students undertake food production in the school yard and at home. From the sale of the produce such as beans, okra, ampalaya (Tagalog terms for Phil. vegetables) in the town market, they each earn about P12 a month.¹⁶

In the case of Malipo, Albay, abaca, coconut and rice are the mainstay of the people. Through the barrio high school curriculum, the students are taught expertise in abaca, coconut and rice technology through an extension program from the nearest College of Agriculture in town.¹⁷

Other special money-earning projects are given to students with extra financial difficulties:

In Urdaneta, Pangasinan, the students are allowed to help harvest crops during their practical arts, home economics, and physical education period.

In Davila Ilocos Norte, the students are allowed to work during their practical arts, home economics and physical education period in salt factory.

In Zamboanga City, school-production projects are taken care of by the students during vacation time and they are given free tuition.

In Cotabato, the students are allowed one or two weeks of leave to harvest corn, the earnings of which they use for their tuition fees.¹⁸

In every case before they leave, the students are required to submit their plan of work, and when they return, they are required to write an essay explaining what they did, how much they earned and what they plan to do with their earnings. They are given guidance by the teacher to catch up with the rest of the students. his way, the students' learning time does not have to compete with the time he needs to help

earn family income outside school. The barrio high school provides the time, the chance, the capital, the guidance and support for him to carry on with an income-generating task for his school expenses and contribute to the family earning as well. For a detailed example of how vocational education through work-related and income-generating projects are conducted, see Appendix .

The work-experience projects are related to other activities of the school and the community. The digging of canals may be related to health education, civics and citizenship or integrated with science course. They are not looked upon by the students as extra-curricular activities, merely pursued in isolation from the rest of the school and the community. Emphasis on work experience does not mean de-emphasis on the school subjects. On the contrary the two always go together.

The students have to fulfill the academic requirements and certain evaluation while working to earn for education. The school subjects provide the sound knowledge and work experience, and their practical application.

3. Provisions for Access:

For entry into a regular high school, the child has to be an elementary school graduate, and implicitly, should be able to shoulder travel and other school expenses. On the other hand, any student in the barrio who has completed the elementary level can gain access to a barrio high school education within his reach. However, since this high school exists on a self-supporting basis, that is, on a community-supported basis, a child who wishes to enter a barrio high school is required together with his parents to sign a petition -

mentioned in another section - noting their willingness to cooperate with the community members in the support and maintenance of the school.

4. Organization of Instruction

Class Time/ Schedules/ Facilities and Equipment

Unlike in the regular high school, the schedule of classes in the BHS follows a flexible, unrigid schedule. Many rooms in the elementary school building are vacant for 5 or 6 hours a day; by rearranging the schedule of elementary classes it is possible to add high schools which are held when the rooms are free. For instance, the schedule of classes in the elementary grades is staggered in order to accommodate high school classes when the rooms are vacant. The home economics and shop rooms can be used.

With this arrangement, the existing facilities in the barrio elementary schools which house the barrio high school are exploited to the fullest. As shown above, this is done by making use of the rooms, equipment and facilities when not in use by the elementary students.

One essential feature of the work-oriented program of the BHS system is the improvisation of Science Equipment which is done mainly by the students with the assistance of the Vocational or the Practical Arts and/or a technical expert. In the Philippines, students are accustomed to making use of tools imported from abroad, which are expensive. When they finish a course, they go home where they get

frustrated because they can not buy the expensive tools they have learned to use. Unless they are employed, they have no way to improve the productivity of their farm and lot because they have not learned to make better use of tools and/ or their own hands to improvise the necessary tools and equipment. One of the problems in the barrio high schools is the lack of funds with which to purchase the science equipment.

5. Staffing: Teachers and Community Experts

Basic teaching is done by high school teachers, or by elementary teachers with special training or interest or by members of the community with appropriate skills. There are several types of effective staffing combined with skillful class scheduling in the barrio high schools.¹⁹

There is at least one full time qualified teacher in the teaching staff for every section or class of 40 or more students, to teach his major and minor subjects.

Qualified teachers in the elementary school that houses the barrio high school or in their absence, qualified teachers from the nearest existing public secondary school are appointed to handle classes on part-time basis; that service is rendered after the regular class hours of the part-time teacher concerned. No part-time teacher teaching in a barrio high school is assigned to more than 2 periods a day of classroom work. This rule includes part-time teachers assigned to teach subjects requiring a double period such as Home Economics, Practical Arts or Science courses with laboratory work.

Teachers in the barrio high school possess the same qualifications required of teachers in any provincial, city or municipal high school. The provisions of Sec 3 (b) of Republic Act No 5670²⁰ regarding the recruitment and qualifications of teachers for secondary schools are observed in the appointment of teachers for the BHS. The Superintendent of Schools, by authority of the Secretary of the Ministry of Education, appoints teachers of the barrio high schools.

6. Educational Evaluation:

Academic performance of barrio high school students is evaluated in the same way as those of the regular public high school students. Regular classroom check-up are conducted by subject teachers plus periodic examinations the same as those in the mother school. An annual testing is given to the students by the Division Office on subject areas like Reading, Grammar, General Science and Arithmetic. This is intended primarily to check the performance level of the barrio high school students. In some cases, a General Office Supervisor is assigned to visits the homes and factories in the neighborhood to see the progress of the students in their vocational projects. At the end of each curriculum year, students with a general weighted average of 75 are qualified for promotion to the next year level. This is indicated in the students' Form 138 which reflects a year's work and accomplishments in school: academic and vocational performance, character evaluation and other activities.

To maintain standards of instruction, performance of BHS teachers are also evaluated according to visits by the Department Heads

in the mother high school who also meet them in subject seminars. They are also provided with the necessary texts and courses of study.

7. Possibilities of Transfer to the Upper levels of Schooling

By the nature of its academic, college-preparatory curriculum, the barrio high school provides access to higher forms of education. As in any other high school, the school provides the same qualifications to its graduates to pursue the third level of schooling. The graduates of this four-year curriculum can compete with graduates of other high schools for university entrance through a National Testing system - discussed in a latter Chapter - or proceed to further vocational training, or start their self employment.

8. Place Of Establishment

With the BHS system, there is no need to start from the problem of constructing school buildings because finances of the government, local and national do not permit. As has already been pointed out the school is established in the villages of the rural areas. The Ministry of Education and the Regional Directors authorize the use of elementary school facilities to house the barrio high school provided that the holding of such class will not in any way disrupt the normal operations of the elementary school classes. Where there are more than one section or classes of the barrio high school, the barrio is advised to set up separate rooms or its own buildings (nearest the elementary building) to accommodate the high school classes.

The Parent Teacher Association (PTA) and Barrio Councils in several provinces constructed additional rooms or buildings for the high school classes. In some provinces, classes are temporarily held in barrio halls or auditoriums, public markets and recreation centers. Some are held in rented or borrowed buildings.²¹

9. Establishing The Barrio High School:

a. Establishing Body

The barrio high school is established by the people on the request of the parents who see and feel the need. As previously mentioned, some PTA'S and barrio councils in several provinces were responsible for constructing additional rooms or buildings to house high school classes. In some provinces, still, the municipal councils with their respective mayors decided to buy lots for the use solely of the barrio high school.

The parents of the students eligible for enrollment in the same curriculum year of the high school submit a petition in writing, stating their desire for the establishment of such school and indicating their willingness to support and maintain it. The agreement is also signed by the students, the Bo. Captain, the PTA Pres., the Asst. Principal and the Principal of the Mother High School and the District Supervisor.²²

b. Requirements for Opening Barrio High Schools

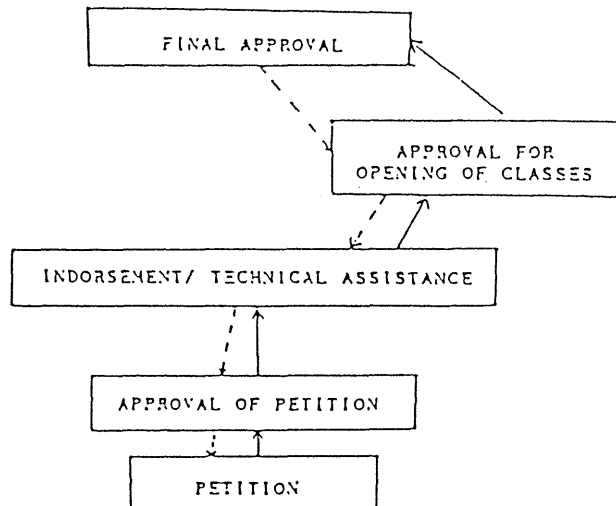
The Guidelines prescribe the establishment of a high school not where there was already one but only in regularly organized barrios where the enrollment was 40 or more. In other words, a barrio high

school may be constructed whenever at least 40 students residing in the barrio are available to constitute a class. There are two cases in which classes with less than 40 students are permitted to open.²³

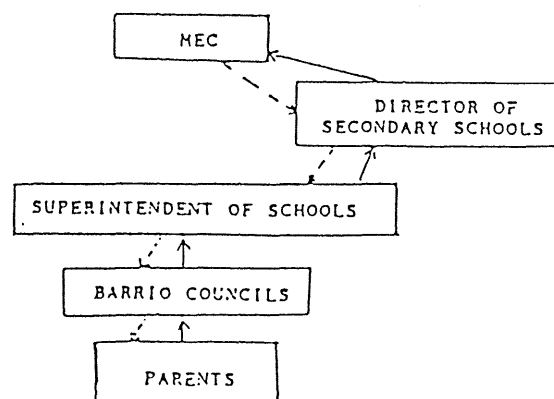
In particular, the requirements for the establishment of the barrio high school have been based on the provisions of the existing law, the BHS Charter.

The original process of establishing the first barrio high schools and the people and offices involved in such a process are presented in the diagram in the following page.

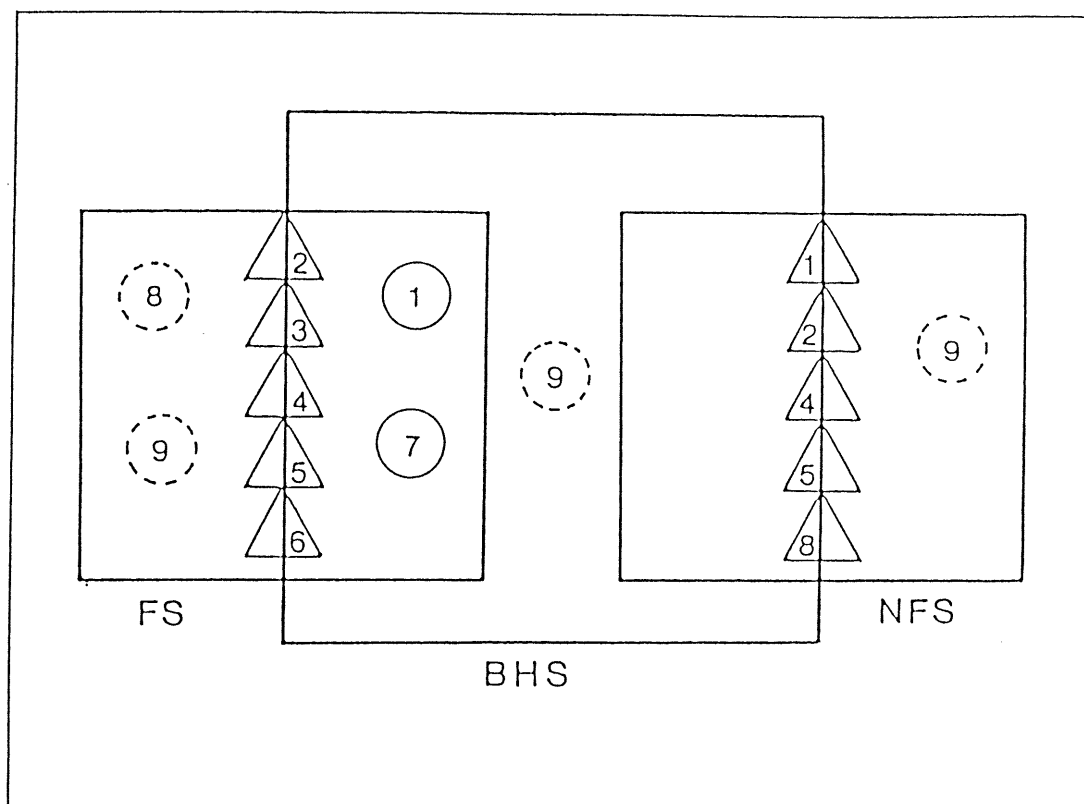
THE PROCESS OF BHS ESTABLISHMENT²⁴



PEOPLE AND OFFICES INVOLVED IN THE OPENING OF BARRIO HIGH SCHOOLS



The features of BHS described above are presented in the following diagram:



EDUCATION IN THE RURAL AREAS: THE BHS SUB-SYSTEM

NOTE: The numbers in the figure indicate the institutional features of each sub-system as they are used in the table on page 71. The overlapping points designate the characteristics which the BHS system shares with each of the sub-systems. The circles in full lines indicate the traits which the sub-systems fully share, and the circles in broken lines indicate the features that only that particular sub-system possesses.

BHS as a school: (1) target groups, (2) educational objectives, (3) provisions for access, (5) media, (6) educational evaluation, (7) possibilities for transfer, and (4) period of schooling.

BHS as a NFE: (1) target group (2) educational objectives and content; (4) flexibility in time arrangements, (5) media, (8) place of establishment

The integration of both: (1) target group (2) Educational objectives and content, (4) teaching, learning organization, (5) media.

The Best Features of BHS: its dualistic function; and (9) its establishing body.

1.5 BARRIO ANIMATION AND THE BHS SYSTEM

This section deals with the community spirit that activated the expansion of the first barrio high schools. Discussions are based mainly on the results of previous researches. It explores the significant village participation in the establishment, concerted effort and support for its maintenance, and their strong defenses against attempts at its closure. To be able to arrive at some causal relationship, a discussion of the results of the people's efforts on the schools - which is, the redounding changes made by the schools on the life of the village people themselves - is inevitable. That is, the people, while contributing to the maintenance of BHS, benefit from their efforts. Consequently it shows the schools' adaptability to the political, economic, social conditions of the villagers. This is shown in section 1.6. The discussions are not exhaustive though ; they do not deal with how the BHS contributed to countryside development: economic and social. These are discussed at length in some other researches. Rather, it discusses briefly the humble village efforts at maintaining these schools for their children, the spirit without which government support might not have sufficed to maintain them for long.

Education in a barrio school reflects the philosophy and feelings for education of a local village community often completely isolated from Manila. The structure of the barrio high school as a school is built around its main objective of providing low-cost secondary education that is not government-supported but community-supported. The barrio people organize and help operate the school with a minimum of financial assistance from the government. The people involved in the establishment, operation and maintenance and support of the BHS are

composed primarily of the parents and the barangay leaders, the Bo. Captain and the Bo. Council, Agricultural and skilled technicians in the community, as well as the resource persons such as the agricultural extension workers requested by the Bo. Council, not to mention the Parents-Teachers Association in the barrio.

All the people concerned- the parents, the teachers and the community or barangay leaders - are involved in one way or another in starting the project, in defining its objectives, in planning and applying strategies or methods of approach, in assessing the results and in revising the programme accordingly.²⁵ Specifically, the role of the people is seen in the following functions.

1.5.1 Establishment of the BHS:

We have already seen in the previous discussions in Section 1.4.5 that the barrio high school is built at the initiative of the community leaders such as the barrio council who, together with the parents, petition for the construction of the school. This proves the group commitment for the task beforehand.

The strongest effort is manifested in terms of guidance and support. This is manifested in a number of ways such as provision of: (1) finances, (2) of services, (3) of know-how, (4) of materials.

1.5.2 Collection and Provision of Materials

The barrio committees help in the preparation stage to implement the program.²⁶ This includes securing of necessary materials needed

by the students in their vocational courses which may be improvised²⁷. The Bo. Councils and the PTA's in several provinces constructed additional classrooms or buildings to house high-school classes.

Furthermore, the barangay assists in looking for sources of funds such as donations, gifts and others. Specific instances where community spirit is promoted not only for the establishment but also for the operation and maintenance of these schools are seen in the following examples. In some provinces, the barrio council may levy a tax of one cavan of palay for every 100 cavans threshed by a business firm, half or all of which may go to the support of the school for the purchase of library books, science equipment which otherwise can not be improvised. Some of the relatively well-to-do families may establish a revolving fund which may be used to purchase piglets to be given to deserving students to raise.²⁸ The community is directly involved in securing the technical assistance of agricultural extension workers from BPI, BAI, NACIDA and other government agencies to assist in the vocational and work-oriented projects undertaken by both the parents and students.

1.5.3. Collection and Provision of Funds

The greatest contribution of the community is seen in its financial support for the maintenance of the school for instance: raising of funds and establishment of revolving funds for the purchase of school projects, and for the purchase of necessary learning aids as library books, science equipment, etc which may not be improvised - as seen above - and direct contribution to pay the teachers' salaries, buy the needed textbooks or pay the rental for them. It is important to note here

that the barrio people, considered among the lowest income groups in the country,²⁹ are willing and able to increase their earnings in order to support their school, to supplement teachers' salaries, to purchase equipment, to pay book rentals and other school expenses with little or no support from the government.

The barrio high schools are financed primarily from tuition fees and other school charges plus other secondary support from the community which comes from: (1) any amount of the 10% real estate tax accruing to the Bo General Fund,³⁰ as prescribed by Sec. 23 of R.A. No. 3590; and from (2) 5% of the real estate tax collected within the barrio,³¹ aside from the local and national subsidies prescribed by the Barrio High School Charter.³² Still in some other villages, the leaders are willing to give a portion of their barrio fund for financing the barrio school because they realize that it is the people's aspiration for improvement. Furthermore, they are willing to assist the children in their school projects to generate income and assist in the financing. Any financial deficit in the operation of the school is to be shouldered by the Barrio Council which requested its establishment in the first place. On the whole, with national and local government subsidy, the expenses that parents and village people shoulder is about 80 % of the total financial operation of the school.

Students, on the other hand, undertake income-generating projects to earn and save money to defray their expenses. Parents are directly involved in the income-generating activities of the students by helping in their children's work projects, by discussing with the teachers concerned how to cope with the projects and by other concerted efforts.

1.5.4 Prevention of School Closure

Community efforts work strongest to prevent closure of the barrio high schools. In the early beginnings of the barrio high school movement, parents, barrio leaders and would-be students who were about to be deprived of an opportunity to open high schools, took the matter to the courts. Without single exception, the courts, including the Supreme Court, stopped all efforts to prevent the opening of these schools or the closing of existing ones. The Courts asked: "What will happen to the students?"³³

Another example is that of a barrio high school in the province of Pangasinan which was ordered to be closed on the claim by a private school owner of lack of adequately supplied books and poor teachers' qualifications. The people contributed more to purchase the necessary texts and remedy the problem non teacher requirements. As a result, the high school became a better high school because of tremendous pressure put on it.³⁴

Community involvement and participation in the barrio high schools is summarized in the following illustration. The structure of political organization in a barrio involved in this overall strategy is attached in the Appendix.

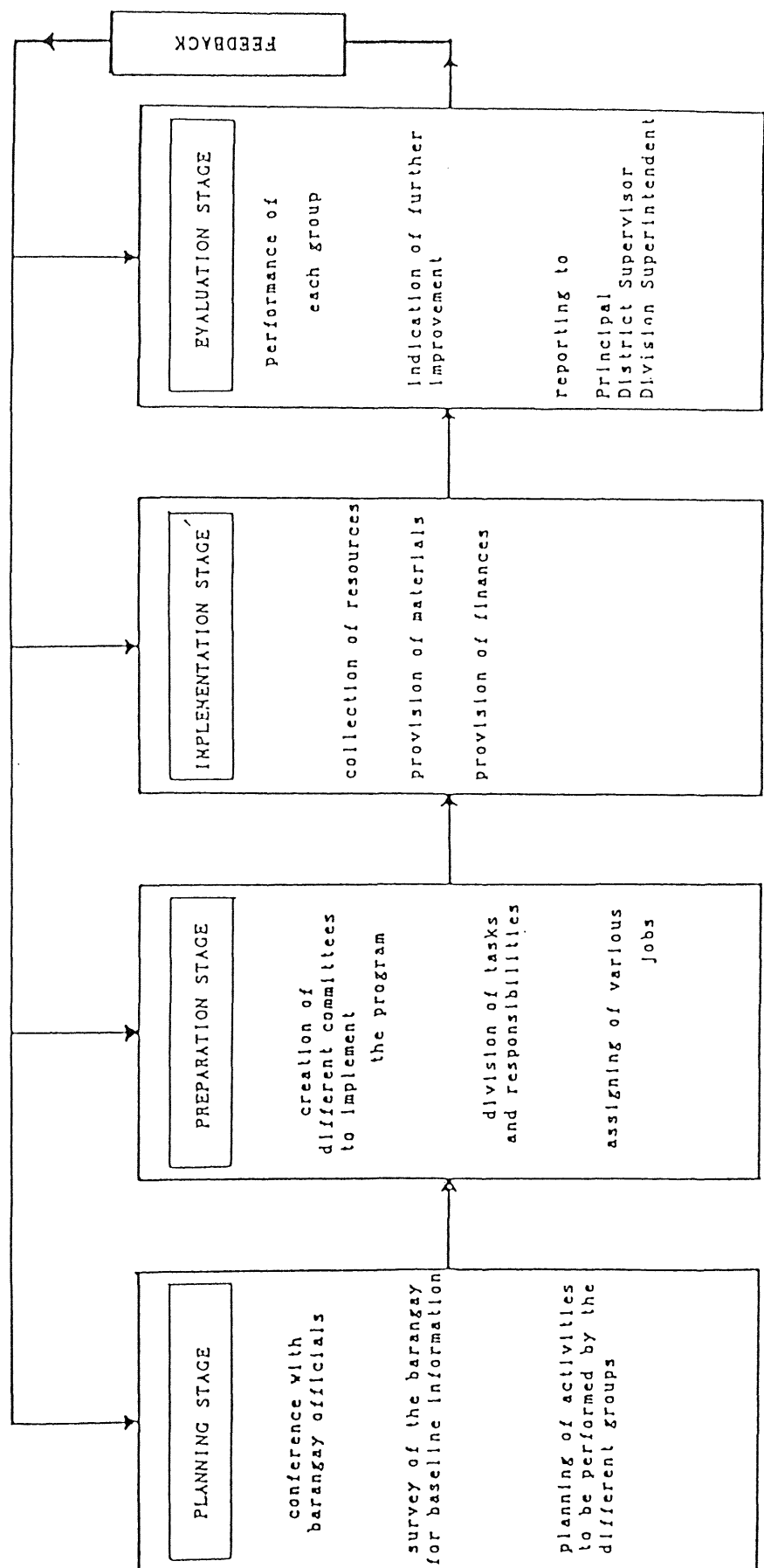


Fig. 1.1 OVERALL STRATEGIES FOR IMPLEMENTATION OF BHS GOALS:
COMMUNITY INVOLVEMENT

1.6 THE BHS SYSTEM AND BARRIO DEVELOPMENT

As a result of the people working hard to support their school, economic development of the village is promoted. As we have seen earlier, curriculum and instruction are given a strong community-centered bias. The vocational courses, particularly, are adapted to the natural resources and industries in the community. The curriculum of the school is geared towards community needs for economic and social development. The subjects in school, particularly work education, vocational courses and practical arts and science subjects are directed towards community development. For instance, in the school, the students undertake money-earning projects, and are trained to work to earn their school expenses and contribute to the economic development of the community. With their practical, community-directed training, in a sense, the students are said to contribute to the economic and social development of the community.³⁵

A pertinent example is that of a community experience in the town of Urdaneta in the Province of Pangasinan where there was an outbreak of foot and mouth diseases among cattle in 1967. A veterinarian was invited to give a lecture and demonstration of how to treat the affected animals and how to handle the situation. The students were later on given similar demonstration. When they felt they could do it, they were dispersed and went home to treat their own sick animals. In a couple of weeks, the epidemic was under control.

Other clear indications of barrio high schools' contributions are the work skills used by the students during and after their studies in school, and the community cohesiveness and participation that the activities generate. These work skills include employable skills

specially gardening, scientific agriculture, livestock raising, cooking, selling products, carpentry and others.³⁶

The adults in the community where a barrio high school is established derive benefits for themselves as well. Before the opening of a barrio high school, parents sign an agreement saying that they will support it by improving the productivity of their farms and lots to be able to pay the tuition fees of their children and other expenses required. To do this they abide by the suggestions and advice of the agricultural extension workers and other who suggest to them ways of providing better irrigation, of selecting better seeds, and of weeding their farms thoroughly. They learn scientific methods of agriculture or improve the management of their sari-sari store (small stores selling miscellaneous items) through the advice and suggestions given by the agriculture extension workers and other skilled technicians. This way, they learn to depend on themselves and less on the government to improve their livelihood.

In improving production methods, they increase their income; thus, the barrio high school is a motivation for the improvement of the economic productivity of the community.

Barangay high schools have also given positive influence on the life of the people and tangible contributions in the fields of beautification and sanitation, home gardening, poultry and swine-raising, road building and repairing, tree planting and other similar activities.³⁷

According to a study on barrio high schools in the Bicol region,³⁸ the high school students themselves think that the barrio high schools have helped contribute to the aesthetic and physical improvement of the villages. This was brought about by beautification, sanitation and drainage programmes. Another essential contribution cited had something to do with the psychological boost that the barrio high school provided- honor, inspiration, dignity.

Many other tangible projects showing that BHS contributed to countryside development along the aspects of literacy, citizenship training, health and sanitation and economic development. They were able to influence the people to participate in such projects as green revolution, alay-tanim and handicrafts.³⁹ In the income-generating projects organized in the experimental schools when the barangay high schools were established as community centers, sharing schemes were developed in the schools. These differed in the amount, but generally, the students were given 53.78% of their income. This allowed the students to pay their way to school, an objective of the barangay high school program. Most of the schools received 28% and were able to use their income for the procurement of school equipment, repair of school buildings and desks, and according to some interviews, for augmenting teachers' salaries and administrators' income who received 12.78% and 6.44% on the average.

In the past, parents of children from the rural areas were indifferent to the education of their children; poverty drives them to withdraw their children from school and utilize them in the family economy. Thus, when the child is needed at home, when parents are at work in the farm, he drops out of school without creating crisis.

Survival was simply more important than education. This economics reinforces the definition that the school is primarily an institution that supplies the necessary credentials for the next higher levels of formal education.

The community and the school are separate entities with separate functions. In some communities because of the subsistence level of the community, the parents' primary motivation for sending their children to school was for earning a living. Their children are believed to be better equipped for survival through some kind of schooling.⁴⁰

In the case of the barrio high schools, however, the school in itself, is seen as a force for improvement within the village. Programs are designed to relate education to community participation work requirements and life outside the school. The school, while being activated by the village people for its continuance and support, effectively activates the community in adopting innovations that somehow modify a somewhat rigid, socio-economic structure.⁴¹ It plays an active innovative role in rural life.

It will take some more years before the full impact of the barrio high school movement on both the social and economic life of the rural people can be gauged. Even at this stage, however, there have been tangible evidence that the project has galvanized the barrio population to a new sense of civic responsibility and community support.

SUMMARY AND CONCLUSIONS

This chapter has just presented the facts behind the establishment of the first barrio high schools until the system's legal establishment as a fully recognized sub-system within the entire educational system of the country in Sections II and III. Documents indicate that the barrio high schools were essentially founded to solve the problems of out-of-school youth, and social problems of youth delinquency, and the rest.

In the fourth section, it has been found out that the BHS system possesses essential unique features as an educational institution that enabled it to perform its role of extending the opportunities of schooling. These essential institutional features of the Barrio High Schools lie mainly in their capacity to combine the elements of both the formal and non-formal modes of learning. Specifically, these consist of: (1) the integrated curriculum which includes both (a) college preparatory courses = academics, (b) strong vocational courses as preparation for life after high school; (2) practical, functional instruction: it offers integrated work experiences that are immediately applicable after completion of the high school stage; (3) relevant education which consists of (a) flexibility in class scheduling and (b) community-oriented learning; and (4) direct and active community participation in the school endeavors.

The fifth section discusses in detail the extent of barrio involvement in running the schools which was found out to have contributed to the expansion of these schools.

The discussions point out to the fact that input and output forces were complementary agents in maintaining the relevance of these schools for those in the rural areas. Village participation was found out to be a necessary role for the schools to operate as a sub-system within the entire educational system of the country.

NOTES

1 A barrio is the smallest administrative unit in the Philippines. Barrios are usually places in the rural areas where there are fewer than 2,5000 inhabitants. In its real sense, barrio people are characterized by low income seasonal employment and high illiteracy. As of the latest estimate available, 40% do not read newspapers; 30% of the households have radios. But the most important factor in the educational sense is the lack of opportunity for schooling.

Pangasinan is a province north of the Philippines that takes approximately 5 hours drive by a private car from Manila and about 7 hours by public transportation.

2 Pedro Orata, "The Philosophy and Motivation of Barrio High Schools", A Paper Read at a Public Forum in Manila, (October, 1966) 5.

3 Leopoldo Cruz and Rene Callado, op cit (Microfiche) 144.

4 Personal accounts of Dr. Orata on the first barrrio high schools. International Review of Education, 12 (1966) 479 - 480 and Prospects, V. VII (1977) 402 - 403.

5 The Board of National Education is the highest educational policy making body in the Dept. of Education.

6 Declaration of Policy, RA 6054, An Act to Institute a Charter for Barrio High School, 1969.

7. Presidential Commission to Survey Phil Education, 1969.

8 The reversion of the general funds of the local governments to school funds is another source of high school finances, but the financial

assistance of the local government to the high schools is not mandatory. No law guarantees the necessary funds nor a fixed % of aid for the maintenance of a provincial, municipal or city secondary school. Such assistance depends upon a number of factors such as adequacy of available funds, interest of local officials in their schools, etc.

9 National Government Aid is released to public secondary schools, but the whole amount is not released yearly due to insufficiency of available funds.

10 Bulletin of UNESCO Regional Office for Education in Asia, VI (March 1972).

11 This has been pointed out in an earlier discussion.

12. Pedro Orata, "Self-Supporting BHS", Bulletin No. 14, (Bureau of Public Schools, Manila: 1966).

13 From Republic Act No. 6057, The Barrio High School Charter, Rule VI, Section 4.

14 Agricultural Extension Worker: an official expert from the said national offices requested to help in the agricultural and other technical, vocational classes.

15 Orata, op cit.

16 "Barangay High Schools for Countryside Development", Comparative Education Review, 3 (1979) 546.

17 Dionisia Arboleda, Alternatives for Rural Youth: A Case Study in Albay (UP Los Banos: 1977) 236.

18 Orata, op cit., p. 410. If students fail to pay their tuition fees, they are not expelled from school. Instead, they and their parents are helped to earn more through these options.

19 Orata, Ibid, 42-44.

20 BHS Charter, Sections I, II and IV. A Copy of Republic Act No. 5670 is reproduced in the Appendix

21 Pedro Orata, "BHS and Community Colleges in the Philippines", Prospects, VII, (1977) 409.

22 The terms of agreement are reproduced in the Appendix II.5.

23. Orata, op cit. 38.

Case 1: 1st year, 54 students; 2nd year, 36 students; 3rd year, 30 students; total: 120 or an average of 40 students in a class. Case 2: 1st year, 40 students, 2nd year, 35 students; 3rd year 25 students, total: 100 or 20 students or 20 students short of the required number.

24 This is a diagrammatical representation and summary of BHS Charter, Sections 1,2,3 and 6.

25 Orata, op cit.

26 Orata, op cit, 411.

27 For a sample of a list of materials which may be improvised in the first barrio high schools, see also Appendix.

28 Orata, Prospects (1977).

29 Report of the Local Government Reform Commission, 1980.

30 A provision of Commonwealth Act No 3570.

31 Other subsidies consist of the share from the appropriations for textbooks, instructional aids and devices, equipment for vocational courses and any other activity under RA 5447 from the school board or municipality where the BHS is located.

32 Section 3 of RA 3590. An example of the financial situation of BHS income and expenditure is attached in the Appendix.

- 33 Detailed discussion in Orata's article, Comparative Education Review, 3 (1977), 415-423.
- 34 Orata, op cit 1978, 189.
- 35 Orata, ibid, 24.
- 36 Dr. Abdul Akhmar, Innotech Journal 1 4 (1977) 84-86.
- 37 Filateo Didal, The Policies and Goals of BHS. (Cebu, University of Visayas: 1975).
- 38 Dionisio, Three Village Case Studies, op cit. 137.
- 39 Salig, op cit. "A Study on BHS in Bohol".
- 40 Priscilla Manalang, A Phil Rural School: Its Cultural Dimension (Honolulu: University of Hawaii Press,1977) 87-105.
- 41 Ibid.

CHAPTER TWO

Stage I: Experimentation to Legalization of Barangay High Schools

Introduction:

There are two broad objectives of this Chapter. The first is to describe the Barangay High Schools in the first stage of their development, covering the period from 1964 - the founding of the first BHS - to 1970 - the year of its legal recognition, marked by the approval of the BHS Charter in 1969. The second is to present the national development policies in general as well as national development thrusts towards the various regions in particular. The aim of the latter is to discuss the overall socio-economic background of the country and that of the regions in particular that were vital in shaping the history of these schools.

Discussions proceed in the following order. Part I presents the overall national development thrusts reflected in the Philippine Development Plan of 1967-1970 which contains both the economic and social policies, goals and strategies for development, as well as the development policies, goals and strategies towards education within the period. How well these socio-economic aims were attained and how effectively these policies were implemented have been traced by looking into the status of the regions, using some socio-economic indicators.

Part II discusses the development policies, goals and strategies of the government towards education within the period. Like in the previous section, the degree to which these aims were attained and these policies implemented is traced by looking into the educational performance of the regions, using some education performance indicators. Furthermore, government concern for education is examined by analyzing DECS

Ordinances, BPS Circulars and other related documents. Attempts were made to trace their corresponding implementation in the Regional level by investigating limited available Regional Education Memos released in the period covered. Unfortunately however, data for regional policy implementation were not available; thus only those information on the barrio/barangay level, acquired through questionnaire responses, were utilized.

Part III is composed mainly of discussions on the barrio high schools within the period that proceed from a presentation of the BHS system on the national level by illustrating national efforts towards the system as seen through DECS Memos, BPS Circulars and other available documents and then to a presentation of the regional status of these schools.

Investigation on the implications of such efforts on the BHS system - direct or indirect - is done in Part IV by looking into the status of such schools on specific barrio level. The barrio high schools have been analyzed in three aspects: (1) in terms of their numerical growth, (2) in terms of the changes in the institutional elements, and (3) in terms of how both these have been affected by the national development thrusts presented in the previous three sections. The elements of the system under investigation consist of its organizational features, mainly (a) educational content as embodied in the curriculum of the schools, (b) attainment of the system's dual objective, and (c) involvement of the parents and community in the school's endeavor. The task of tracing the quantitative expansion and changes in the organizational structure of these schools is to lead to the final goal: that of evaluating whether the BHS system has achieved its role of extending educational opportunity by providing access to schooling, and by providing some form of quality instruction, and whether it has achieved its original two-dimensional goal.

The chapter ends with summary and conclusions.

Part I: THE NATIONAL DEVELOPMENT GOALS IN THE 1960's

2.1.1 THE NATIONAL ECONOMIC DEVELOPMENT PLAN : 1967 - 1970

The Background:

When the Philippines got its independence in July 1946, the economy was dualistic, characterized by a colonial structure, with a majority of the population engaged in traditional agriculture and a small minority engaged in modern sector producing primary products for exports. In the 1950's, organized manufacturing developed in response to incentives preferred by the government. in spite of its impressive growth, the manufacturing base manufacturing consisted primarily of consumer goods dependent mainly on raw materials. By 1965, two-thirds of the population earned livelihood from agricultural activities. Economic development was characterized by an unequal distribution of income from income groups as well as between rural and urban families.

2.1.1.1 Socio-Economic Problems of the Period

(1) The basic economic problem was the inadequacy of the dualistic economy to support the country's rapidly growing population. On the one hand, the tradition-bound agricultural sector was not producing enough surplus food and basic raw materials needed for inputs to the domestic industry and for exports. On the other hand, the progress attained in the modern export and industrial sector did not spread out to the agricultural sector. As a result, the population engaged in traditional agriculture, with its low income level did not provide a market to support an expansion in manufacturing activities.

(2) Meanwhile, population was growing at 3.2 per cent a year.

(3) As one major consequence was the concomitant problems of the growing unemployment situation.¹

(4) The nation's capital equipment was mostly imported, with exports being primarily mineral and agricultural products.

(5) Large investments in public work utilities failed to cope with the country's growing needs the most pressing of which were irrigation and roads.

Arrayed against these problems were several assets of the economy, which include the following:

1.) High educational level of the country, much higher than in many other developing countries. The rate of literacy was 75%, and the number of graduates from institutions of higher learning far exceeded the capacity of the economy to absorb them.

2.) Aggressive entrepreneurial class and the core of skilled labor that had been developed during the previous years.²

3.) Then too the export structure of the country was diversified, covering a wide range of products, mostly prime commodities.

2.1.1.2. Development Objectives

The general objective was to increase real per capita income by about 21.2% annually, and for the GNP to grow at 6.2% over the four years target. More importantly, foreign capital had to be attracted to finance the difference between the regional investments and domestic savings.

2.1.1.3. Policy Guidelines

The implementation of the program was to be accomplished with a moral and spiritual reorientation to cultivate positive thinking on self-discipline in work, social and political life. These would consist of:

- 1) An overhauling of the government machinery to make possible the increased use of economic rationality
- 2) Discipline of the highest order to be required in fiscal and monetary operations.

2.1.1.4. Strategies for development

Considering these characteristics of the Philippine economy, the strategy adopted was the integration of the agricultural and industrial sector. Thus a more efficient allocation of resources was needed to bring about target outputs and more numerous job opportunities.

To solve the unemployment problem, higher investment rates were aimed at. Capital formation was planned to depend mainly on domestic effort, with foreign assistance to be sought to accelerate the integration of the economy.

Since population was predicted to grow at a high rate, an annual growth of per capita real income was targeted from 0.9% in FY 1961 to 2.4% in FY 1965. Consequently, an average rate of 5.7 real national product was aimed at to attain the targeted increase in per capita income.

With the increasing tempo of activities envisioned by the Program, enough employment opportunities were expected to absorb new entrants into the labor force which was hoped to reduce unemployment and underemployment. A rise in both agricultural and industrial activities was expected due to the magnitude of the proposed investment.

Increased agricultural activity was to be the result of improved and expanded irrigation facilities and at the same time agricultural extension services were to be made available.

These were to be accompanied by an vigorous implementation of land reform which would bring about a better distribution of the gains in production and would ultimately provide incentive to farmers to continue increasing production.

Major Developmental Programs

1. The Agricultural Development Program

One of the priority areas aimed at during the period was the agricultural development program. Agriculture, including forestry and fishing, continued to be of prime importance in Philippine economic development, for some reasons as: (1) the growing population requires steep increases in food production, (2) agriculture had continued to be the main source of the country's income from exports, (3) agriculture was the basic source of raw materials for proper substitution, (4) employment and welfare functions were most depressed, and the government actions lay in the agricultural sector. The program was designed to solve basic problems in agriculture which were grouped into four: (1) improving nutritional level of the fast-growing population, (2) improving agricultural methods, (3) eradicating social problems that were mainly responsible for inefficient production methods, and (4) conservation and research problems. The most important of the projects in the agricultural program proper are those designed to implement land reform. These projects were expected to correct an outmoded land tenure system, because indications from pilot projects showed encouraging results such as increased production by as much as 30 percent.³

2. Regional and Community Development

(1) The Problems of Community Development

The resurgence of the communist movement in the 1960's, particularly in Central Luzon, highlighted the need for implementing immediate reforms in the rural areas of the country. The community development approach was said to have proven its effectiveness in carrying out these reforms particularly at the grassroots level. Included in the program were:

1. an extensive community development program expected to reach about two thousand barrios over a period of 4 years.
2. development activities that would range from the utilization of idle out-of-school youth to the construction of self-help projects such as school buildings and communal irrigation systems. These activities were to be undertaken in coordination with government and private volunteer agencies to meet both operational and counterpart requirements of the program.

(2) Initial Concerns and Policies for Community Development

The concept of regional development emerged as a nation-wide programme in the 1970's as a strategy in achieving equity of opportunity for each region in the full exploitation of its demographic, economic, social, political and environmental resources. The objective was to reduce regional disparities and growth imbalances through faster rate of development in the depressed and lagging regions as the Cagayan Valley and Bicol in Luzon, the Eastern Visayas and Central Mindanao in Mindanao, in order to ultimately achieve a higher level of welfare for national development.

(3) Strategies for Community Development

As early as the 1950's however, regional development had already taken the form of land settlement programs in Palawan⁴. But the first concrete regional development effort started in the 1960's with the creation of semi-corporate development authorities at the regional and sub-regional levels. The creation was based on the country's development strategy of linking planning and implementation and decentralizing public investments.

Thus, in June 1961, the first development authorities were created: the Mindanao Development Authority (MDA), and the Central Luzon-Cagayan Valley Authority (CLCVA) because of the indigenous resource

endowments of these areas. The MDA was tasked to foster general economic and social development in Mindanao, Sulu and Palawan areas based on its resource-rich areas. Since it was the government's policy to foster and accelerate the balanced growth of the Mindanao, Sulu and Palawan for the national economic, social and political stability, the Southern Philippine Development Administration was created which absorbed MDA and other special projects in and for Mindanao. Meanwhile, CLCVA was essentially tasked to implement irrigation projects in Central Luzon and the Cagayan Valley areas which was then the center of communist insurgency as a result of agrarian unrest.

The establishment of these two authorities was mandated to engage in viable self-sustaining projects to help in the development of the regions. These were essentially considered as a means of employing financial resources from the national government found projects in these areas. Sub-regional development authorities were also created, and one of them was the Laguna Lake Development Authority which had been retained to assist in the accelerated development of specific areas under specific cases.

We shall see the other strategies for regional development in the 1970's and 1980's in the preceding chapters. For this section, we shall look at the various geographic and other socio-economic background of the different regions in the 1960's based on the very limited data available, as they have been influenced by the policy thrusts of the period.

2.1.2 IMPLICATIONS OF DEVLPT. GOALS AND POLICY: IMPLEMENTATION ON THE REGIONAL LEVEL

2.1.2.1 The Socio-Economic Status of the 13 Regions: Various Socio-economic Indicators in the 1960's

The total national population grew at a rapid rate of 20% from 1960 to 1965, with Region 4 as the most populated, while the NCR turned out to be one of the most populated areas in the mid 1960's. Region 2 was the least within the five years. Region 6 ranked as the second most populous area. Densitywise, the National Capital Region - NCR- was the most dense, while Region 2 was the least dense. Even with its huge population, Region 4 was only one of the least dense regions. On the whole, this gave the Philippines an average density rate of 5% by mid 1960's. These are shown in Table 2.1.

Table 2.1 population & Density '60-'70

Region	AREA	1960		1965		1970	
		Population	Density R.	Population	Density R.	Population	Density R.
NCR	636.0	2,462,000	3.87	3,214,500	5.05	3,967,000	6.24
1	21568.4	2,428,000	0.11	2,709,500	0.13	2,991,000	0.14
2	36403.1	1,202,000	0.03	1,446,500	0.04	1,691,000	0.05
3	18230.8	2,524,000	0.14	3,069,500	0.17	3,615,000	0.20
4	46924.1	3,081,000	0.07	3,769,000	0.08	4,457,000	0.09
5	17632.5	2,363,000	0.13	2,665,000	0.15	2,967,000	0.17
6	20223.2	3,078,000	0.15	3,348,000	0.17	3,618,000	0.18
7	14951.5	2,523,000	0.17	2,778,000	0.19	3,033,000	0.20
8	21431.6	2,041,000	0.10	2,211,000	0.10	2,381,000	0.11
9	18730.0	1,351,000	0.07	1,610,000	0.09	1,869,000	0.10
10	28327.8	1,297,000	0.05	1,625,000	0.06	1,953,000	0.07
11	31692.9	1,353,000	0.04	1,777,000	0.06	2,201,000	0.07
12	23293.1	1,383,000	0.06	1,662,000	0.07	1,941,000	0.08
Total	300045.0	27,086,000	0.4	32536000.0	0.5	36684000.0	0.6

Source: A Pocketbook of Philippine Statistics, 1980.

At the end of the decade, Region 4 still ranked as the second most populated region, next to NCR. Because of its huge land area, however, it registered only as the 5th least dense. NCR, on the other hand, in spite of its small land area, was the second most highly populated area, thus, it ranked as the first in terms of density. Meanwhile Region 2 was the least populated region, and because of its second largest land area, it was the least dense region. These are reflected in the same table.

In terms of literacy, Region 4 recorded the highest literacy rate and the highest literacy growth rate of 5.2% from 1960, to 1970 with Region 3 as second. On the other hand, Region 9 registered a consistently lowest literacy rate in the ten-year period. Data for Region 12 was not available. The trend is shown in Table 2.2.

Table 2.2 Literacy Rate : '60-'70

Region	* 1960	** 1970
NCR	-	-
1	69.7	75.5
2	70	71.3
3	80.1	83.3
4	81	85.2
5	76.6	77.5
6	70	75.8
7	62.2	71.9
8	65.5	70
9	48.2	58.8
10	75.6	71.9
11	69.1	68.4
12	61.5	-
Average	69.1	73.6

1965 data not available

* Refers to population 10 yrs. old and over

** Refers to population 6 yrs. old and over

Source: A Pocketbook of Phil. Statistics, 1980

Tables 2.3.1 - 2.3.3 indicate the number of families per region and their distribution in terms of income class. The data in Table 2.3.1 shows that in 1960, except for the NCR and Regions 3, 4, 6 and 8, majority of the families in the rural areas of the country were earning less than 1000 pesos as their monthly income. Meanwhile, only a little more or less than the registered number of families were receiving the highest salary scale. The average income of all the regions combined is within one of the lowest scale of 2000 -2999 pesos.

The data in Table 2.3.2 indicates that in 1965, general family income distribution was higher. The average family income fell within the third lowest in the scale. Families within the lowest income class decreased for all the regions, and those within the highest income class increased.

In 1970, a similar pattern can be seen in the number of lowest income families which generally decreased for all the regions. Simultaneously however, the number of families belonging to the highest income group decreased, while the middle class group increased.

Table 2.3.1 No. of Families and Distribution by Income Class
1960

Region	Phil.	NCR	1	2	3	4	5	6	7	8	9	10	11	12
less than P1000	46.3	5.5	54.8	64.3	39.6	32.3	54.1	49.7	63.2	43.1		59.7		
1,000-1,999	29.8	25.4	29.6	20.3	35.7	35.2	26.6	30.2	25.5	36.6		25.1		
2,000-2,999	10.8	18.9	8.4	8.1	13.1	14.8	8.8	11.1	5.7	12.0		5.8		
3,000-3,999	5.0	13.3	4.8	3.6	4.5	7.4	4.2	4.0	2.7	2.6		3.9		
4,000-4,999	2.4	7.8	1.1	0.8	2.6	3.3	1.8	1.8	0.8	2.4		1.6		
5,000-5,999	1.8	6.8	0.1	1.6	1.8	2.9	1.2	0.8	0.7	0.6		2.4		
6,000-7,999	1.9	9.4	6.7	1.0	1.8	2.1	1.4	1.0	0.5	1.7		0.4		
8,000-9,999	0.7	4.0	6.3	-	0.1	0.6	0.7	0.5	0.5	0.4		-		
	1.4	8.7	0.1	0.4	0.9	1.3	1.1	0.9	0.3	0.5		1.2		
No. of Families	4,426	361	309	215	582	584	374	654	700	395		286		

In thousands

Table 2.3.2 No. of Families and Distribution by Income Class
1965

Region	Phil.	NCR	1	2	3	4	5	6	7	8	9	10	11	12
less than P1000	29.3	3.2	43.7	51.4	22.5	17.2	31.1	29.8	43.8	29.9		33.8		
1,000-1,999	30.2	14.3	34.1	35.4	27.8	28.8	35.5	37.0	32.2	28.4		31.7		
2,000-2,999	17.5	21.8	9.7	7.6	21.3	24.3	15.7	16.9	13.3	17.8		16.6		
3,000-3,999	8.9	14.8	5.5	0.7	10.7	12.7	8.1	8.4	5.4	9.9		8.0		
4,000-4,999	4.6	10.3	3.6	1.8	7.2	6.3	3.3	2.3	1.5	4.3		4.0		
5,000-5,999	2.8	7.3	1.0	2.0	3.3	2.9	4.2	2.0	1.5	2.7		1.5		
6,000-7,999	2.5	7.7	1.1	0.7	3.3	2.5	0.6	1.5	0.9	2.9		3.2		
8,000-9,999	1.5	6.3	0.2	0.3	1.6	1.5	0.6	1.2	0.7	2.9		0.4		
	2.6	14.3	1.1	0.3	2.3	3.9	1.0	0.8	0.7	1.3		0.9		
No. of Families	4,765		458	302	175	739	640	407	570	859		615		

In thousands

Table 2.3.3 No. of Families and Distribution by Income Class
1970

Region	Phil.	NCR	1	2	3	4	5	6	7	8	9	10	11	12
Less than P1,000	17.3	1.1	24.2	21.0	13.1	12.5	21.6	12.1	32.6	18.9		15.0		
1,000-1,999	24.0	5.7	30.1	41.2	17.1	21.3	31.8	28.6	27.2	26.9		23.2		
2,000-2,999	17.7	15.5	12.6	16.5	18.0	16.8	17.4	24.7	14.5	19.3		20.1		
3,000-3,999	12.5	15.3	9.4	8.2	15.0	14.6	11.0	12.5	8.7	13.5		13.5		
4,000-4,999	7.5	10.9	6.6	4.7	10.6	8.3	5.4	6.6	4.4	7.5		8.0		
5,000-5,999	5.0	7.6	4.7	1.8	7.2	5.1	3.3	4.3	3.4	4.8		5.5		
6,000-7,999	6.4	13.3	5.3	3.5	8.0	8.8	1.2	4.7	4.5	4.9		6.5		
8,000-9,999	3.6	9.1	1.2	0.8	4.7	4.3	3.6	2.9	1.7	1.6		3.8		
10,000-14,999	3.7	12.2	3.3	1.7	3.9	4.4	4.4	2.2	1.9	1.1		2.6		
15,000-19,999	1.1	4.3	0.9	0.1	1.0	2.0	0.2	0.4	0.6	0.4		0.8		
20,000 and over	1.3	4.9	1.6	0.3	1.3	1.8	-	0.8	0.4	1.0		1.0		
No. of Families	4,765		525	346	260	855	869	496	670	980		825		

In thousands

Source: Philippine Yearbook, 1987

The trend in the growth of family income and distribution during the period 1965-1970 is indicated in Fig.2.1 and Fig. 2.2 below.

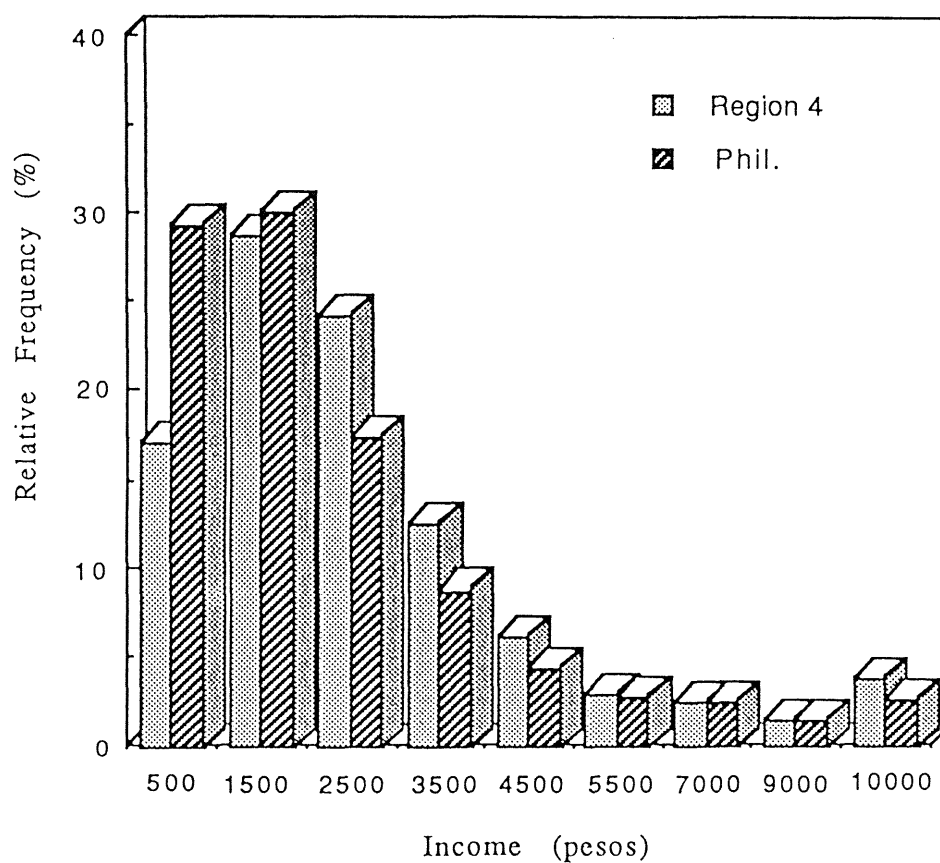


Fig. 2.1 Family Distribution By Income Class '65

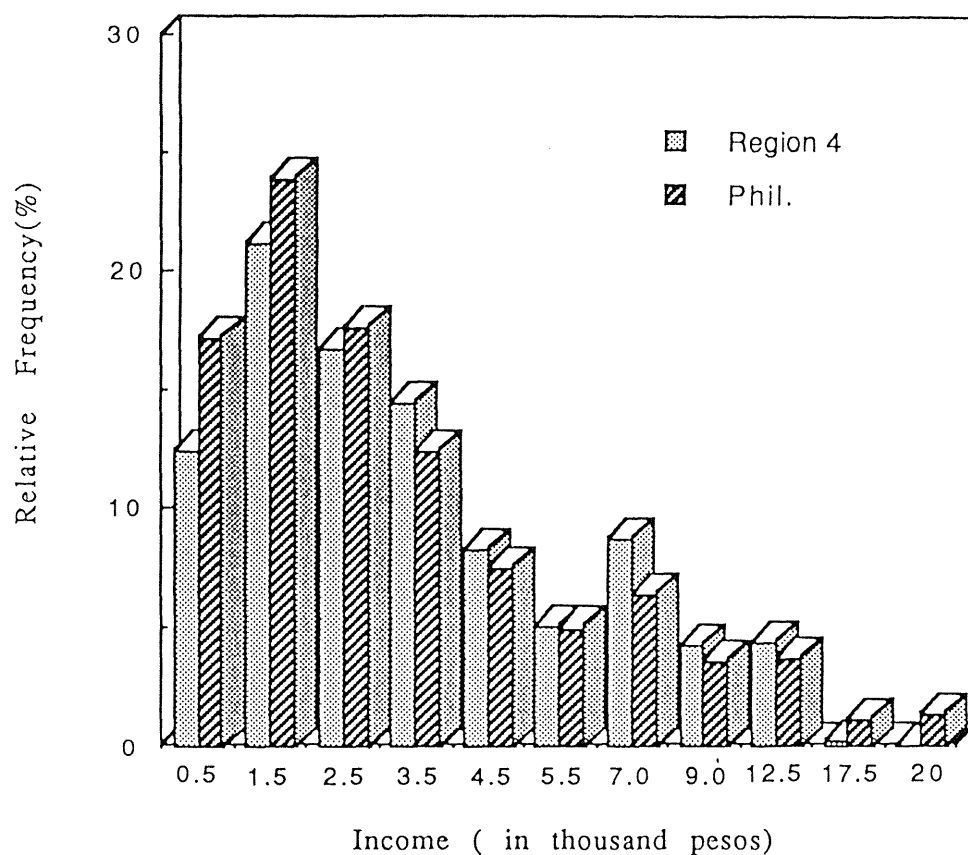


Fig. 2.2 Family Distribution by Income Class '70

Data for regional income for the first period are presented in Table 2.4 in the next page. The table indicates that income per region was registered highest in Region 4, with the regions in the Visayas coming as second. The NCR showed a comparatively high income. The same pattern is seen in 1970. As a whole total regional income increased to 12.5% from 1965 to 1970.

Table 2.4 Regional Income & per Capita Income '60-'70

NCR	1965		1970	
	Regional Income	per Capita In.	Regional Income	per Capita In.
1	30,163,180	11.1	40,856,290	13.7
2	2,316,550	1.6	6,203,730	3.7
3	4,939,870	1.6	11,426,780	3.2
4	19,357,160	5.1	37,635,190	8.4
5	8,226,920	3.1	35,296,290	11.9
6	19,190,530	5.7	13,794,380	3.8
7	13,934,540	5.0	21,474,280	7.1
8	11,335,630	5.1	24,955,470	10.5
9	8,455,580	5.3	15,981,480	8.6
10	12,316,130	7.6	29,518,960	15.1
11				
12				
Total	130,236,090	4.0	237,142,850	6.5

Source: Bureau of Budget and Management

A similar pattern is observable in the data indicated in Table 2.5. The NCR ranked second to Region 4 which showed a consistently high rate of regional production. Meanwhile, the least developed regions were still lacking behind. As a whole, gross regional production increased at a rate of 13% from 1965 to 1970.

Table 2.5. GRDP '65-'70

Region	1965	1970
NCR	2,109	2,827
1	1,707	2,131
2	911	1,205
3	1,934	2,576
4	2,375	3,176
5	1,679	2,114
6	2,025	2,578
7	1,750	2,161
8	1,393	1,697
9	1,014	1,332
10	1,024	1,392
11	1,120	1,568
12	1,047	1,383
Total	20,090	26,140

in Million pesos

Based on Four Year Economic Program 1967-70

2.1.2.2 Region 4 in the 1960's

The Socio-Economic Background of the Region⁵:

Much is written about Region 4 in the present times, at least starting from the mid 1970's when regional grouping, planning and development programs started to develop. But not much is known about the place especially its old, historic features. Yet it is enough to say that Region IV consists of a mainland Luzon portion, covering 11 contiguous provinces of Rizal, Laguna, Cavite, Batangas, Quezon and Aurora, and the inland provinces of Marinduque, Romblon, Occidental Mindoro, Oriental Mindoro and Palawan.

The traditional role of the region is that of Manila's immediate agricultural hinterland because of the proximity of some of its provinces to Manila. The rest of the region, on the other hand, remain predominantly rural and agricultural.

The region's agricultural potentials lie primarily in the generally narrow coastal plains, the mountain valleys and generally rolling and undulating upland areas. These agricultural areas constitute about half of the total regional land, while the remaining half are considered too steep mountains and thus better left off as forest or open lands rather than be converted for agricultural purposes. The place is scenically one of the most varied and expansive areas in the country. It has a complex land form and geography which ranges from small (less than 1,000 sq.kilo.) to fairly sizable (over 10,000 sq. kilo.) island provinces and also include the regional mainland Luzon portion. This portion or growth corridor subregion comprises 19,005 sq. kilo. or 40.5 % of the region's land area. The remaining larger area is comprised of widely dispersed island provinces. This varied natural features, together with the accessibility of some of the region's scenic and historical spots to Metro-Manila,

accounted for much of the Region's high potentials for the development of mass tourism and recreation.

Of the very limited records of the 1960's, the 1960 data indicates the following:

1. The overall population of Region 4 was the highest in the country. Region 4's population grew at a fairly stable rate of a little over 2.0 % from 1903 to 1948. From then on, the regional population increased at an accelerating rate of nearly 4.0% from 1948 to 1960, largely due to the postwar baby boom; then to about 4.5 % from 1960 to 1970 due mainly to inter-regional in-migration including the population overspill from Metro-Manila.

2. Fortunately, however, the large population of the place is offset by its huge land area which accounts for about 16 parts of the national total , registering the largest of the 13 regions of the country.

3. This large population can account for the big number of high school age enrollees in the region, as seen in the enrollment rate of the place in 1963.

4. Furthermore, the literacy rate record of 1960 indicates that among all the regions, Region 4 has the highest literacy rate of 10 year old inhabitants and older.

The region is composed of eleven provinces and six cities, with the former further composed of municipalities and, like the latter, are further subdivided into barangays. The Philippine barangay, what was formerly called the barrio, is the smallest political unit of the country. Each of the provinces and cities of the region are composed of school divisions headed by a division superintendent. There are sixteen school divisions which compose Region 4; three of the cities do not have barangay high schools at the moment.

PART II: THE NATIONAL EDUCATIONAL DEVELOPMENT THRUSTS

2.2.1. EDUCATION DEVELOPMENT THRUSTS IN THE 1960'S

Developmental planning in the 1960's certainly (would) lead to a direct correlation between education and economic growth. The nature and direction of economic growth should be studied and determined carefully, however, and once this process is started, social change is inevitable. What social changes were to be anticipated in the light of the plans for economic growth? How can education be so structured that it is not only well articulated with economic requirements but also designed to induce, cushion or mitigate the traumatic effects of social change?

By the mid 1960's, Planning for Development was comparatively new in the Philippines. The DEC was well aware that accurate data must be deliberately and systematically collected as a preliminary step towards solving the problems which beset the country's educational system. The country could not afford to waste money, time and energy as the funds available for education was very limited. Until a permanent system of educational planning would be installed, all educational activities would have to be dictated by needs and objectives, resources available, and by the maintaining of academic standards and efficiency.

2.2.1.1. National Development Goals for Education

National developmental goals for education indicated in the Plan included the following:

1. provision of more than 18,000 extension classes to accommodate all children of school age, including the backlog of previous years.
2. adjustment of oversized classes and improvement of teacher: class ratios to raise the quality of public schools.

3. implementation of a P50 million-a-year school construction program to provide a targeted 40,000 classrooms by 1970 to accommodate new enrollments.

4. expansion of general and vocational secondary schools, state and colleges.

5. establishment of new institutes and a corresponding implementation of a foreign-assisted training projects requiring counterpart funding.

2.2.1.2 Strategies for Educational Development

(1) Yearly Increase in School Buildings⁶

Although as a rule, the responsibility for providing buildings for elementary and secondary classes rested with the local government, the provincial and municipal authorities often suffered from insufficiency of funds. Hence, the national government through legislation, appropriated funds for the acquisition of sites and construction of school buildings, mostly for elementary classes in the municipalities. Annual Appropriation for Repair and Construction of School Buildings were as follows: ⁷

1960:	27171250	
1961:	46614100	71.6% up
1962:	78844850	69.1% up
1963:	17637699	77.6% up
1965:	919399588	42.3% up
1966:	700000000	-23.9% down

Since 1963, new buildings had been erected for elementary and general secondary schools in other towns and provinces but they could not keep up with the very rapid growth in enrollment, especially in the elementary level.

(2) Additional Posts in Administration and Supervision:

1.) To match with the increasing rate of enrollment: continued additions were made not only to teaching staffs, but also to administrative and supervisory services.

2.) A sum of 2081590 was provided for the addition of posts for superintendents, supervisors, bookkeepers, principal teachers, etc.

(3) Specialization in Bureau Divisions

1.) The Bureau of Public Schools split its curriculum instruction division into: elementary education division, the secondary division; and the social subjects and services division.

2.) A programming and coordinating unit was organized in the DECS. It composed of specialists in different fields as: secondary education, elementary education, adult education, etc.

3.) A planning committee was created to prepare long-range plans for quantitative and qualitative development in public school education.

(4) Creation of the Bureau of Vocational Education

1.) Congress took cognizance of the role of vocational education in promoting social economic development, and consequently passed a law creating the Bureau of Vocational Education separate and distinct from the Bureau of Public Schools.

2.) All Trade, Agricultural and Fishery schools formerly under the Bureau of Public Schools were made under the supervision and control of the Bureau of Vocational Education.

3.) With the BVE, the functions of 2 Asst. Directors of the Bureau of Public Schools had to be redefined: one in charge of educational matters, the other in charge of administration.

(5) Changes in Structure:

Secondary education was also the object of a five-year project under the ICA-NEC assistance programme. Some of the aims of the program were:

1) to improve secondary education and community development by strengthening vocational and home economics course-for example, purchase of vocational equipment for gardening, carpentry, etc.

2) to encourage development of a few high schools into demonstration schools.

3) to stimulate local government support for general secondary schools

(6) Financing of the Public High School System

I. Sources of funds for the public high schools until the early 1970's were:

1.) National Aid: By virtue of RA No 3478, the national government extends to provincial, municipal and city high schools, including barangay high schools except those in the city of Manila and Quezon City, an annual appropriation of P10,000,000.

2.) Local Government Funds: The reversion of general funds of the local governments to school funds is another source, but this is not mandatory. There was no law that guarantee the necessary funds to be allotted not a fixed % of aid for the maintenance of provincial, city and municipal high schools. This assistance depended on a number of factors such as: adequacy of local funds, interest of local officials, public relations of school administrators with the provincial, city or municipal board entrusted by law to appropriate the budget. A large percent of the funds was used for the purchase of, construction or rental of school buildings and/or school sites. A portion of the amount earmarked for the construction of school buildings, sometimes comes from the Public Work Fund.

3.) Tuition Fees: The main source of funding for a big number of schools comes from tuition fees. The fees vary from school to school and depends upon the financial capacity of the local government.

4.) Special Education Fund: Passed by Congress known as RA 5447. This fund is derived from the additional tax of one percentum of the assessed value of real property and of a portion of the taxes on Virginia type cigarettes and on imported leaf tobacco.

5.) Other sources:

a. Public high schools were authorized by the president to charge fees such as matriculation fees - P2.00 - which is obligatory. Sixty percent of the amount goes to the library fund- for the purchase of magazines, newspaper and other reading materials subscriptions, and purchase of classroom decorations, etc.; and forty percent goes to the athletic fund.

b. High Schools are allowed to establish PTA 's who help in school financing by donations and raising funds. Other similar sources are alumni donations, and private groups and or civic-minded citizens.

c. Some amounts are also raised from products grown in school grounds.

Table 2.6 indicates an unsteady trend in appropriations for government and local schools. While there was a decrease in the annual allocation of funds including local high schools in the middle of the 1960's, there appears a relatively good amount of yearly increase in the following years, and then by a decrease again towards the end of the decade. Percentwise, the appropriations took a decreasing trend from the mid 1960's to the latter part of the decade.

Table 2.7 indicates that appropriations for the Bureau of Public Schools constitute an average of 88% of the budget for the Department of Education, from 1965-1969. Of this amount, appropriations for

secondary schools constitute only 2 - 1 % of both the Dept. of Education and the Bureau of Public Schools budget.

Table 2.6 BUDGET AND APPROPRIATIONS FOR SECONDARY SCHOOLS AND LOCAL HIGH SCHOOLS.AID GIVEN BY THE NATIONAL GOVERNMENT TO PROVINCIAL, MUNICIPAL AND CITY HIGH SCHOOLS
1965- 66 TO 1969 - 70

YEAR	NATIONAL APPROPRIATION DURING THE LAST FIVE YEARS		
	(in thousand pesos)	Increase	% Increase
1965 - 66	P9,900,000		
1966 - 67	4,526,157	- 426,157	-54
1967 - 68	4,856,220	330,063	62.73
1968 - 69	4,856,220	0	0
1969 - 70	8,033,000	3,286,280	40.9
1970 - 71	7,812,785	-1,779,785	-22

Table 2.7 APPROPRIATIONS FOR THE DEPARTMENT OF
EDUCATION, BUREAU OF PUBLIC SCHOOLS AND
GOVERNMENT GENERAL SECONDARY SCHOOLS
1965-1971

	Appropriation for Dept. of Education	Appropriation for Bu. of Pub. Sch.		Appropriation for Secondary Schools		
1964-65	55,034,130	499,288,257	*		**	***
1965-66	598,280,520	527,842,797	88%	1,412,940	2%	2%
1966-67	599,516,520	536,122,090	89%	7,542,225	1%	1%
1967-68	761,760,958	643,750,856	85%	7,543,220	1%	1%
1968-69	780,618,000	704,779,000	90%	7,723,220	1%	1%
1969-70	827,648,000	737,815,000	89%	11,478,000	1%	2%
1970-71	961,074,000	873,087,420	91%	19,757,785	2%	2%

in Pesos

* % of appropriation for Dept. of Education; data not available

** % of appropriation for Dept. of Education; data not available

*** % of appropriation for Bureau of Public Schools; data not available

II. Increase in School Financing :

Total annual appropriation (in pesos) for Public Education:⁸

FY	1959:	242861430	
	1960:	304116100	(25.5% up)
	1961:	349329442	(14.8% up) : 341954080 (97%) for elem. ed.
	1962:	436126820	(24.8 % up) :100000000 (3%) for maintenance of provincial high schools and others, for the organization of additional 7500 additional classes
	1963:	507574519	(15.6% up) :33.39% of SE Budget
	1964:	555034130	(9.35% up) :499288257 for BPS
	1965:	595995624	(7.3% up) :28.6% of SE Budget
	1966:	596341624	(6% up) :26% of SE Budget
	1967:	645907570	(7.69) :25.8% of SE Budget

Amounts allocated for Secondary Education vary in the different localities, but even the biggest allocations were inadequate. The tendency had been to transform general secondary schools into vocational schools, the latter being paid by the national government.

2.2.1.3 National Policies on Education

Article XIV, Section 5 of the Constitution of the Philippines, states: "All schools shall aim to develop moral character, personal discipline, civic conscience, vocational efficiency, and to teach the duties of citizenship. Optional religious instruction shall be maintained in the public schools as now authorized by law. "These aims were made specific by the objectives of the Board of National Education. They include:

1. To inculcate moral and spiritual values inspired by an abiding faith in God.
2. To develop an enlightened, patriotic, useful and upright citizenry in a democratic society.
3. To instill habits of industry and thrift.
4. To maintain family solidarity, to improve community life.
5. To promote the sciences, arts and letters for the enrichment of life, and the recognition of the dignity of the person. The general purpose of these objectives was:" the establishment of an integrated, nationalistic, democracy-inspired educational system."

(1) The General Policies on Education in the 1960's states that, in line with the provisions of Section 4(c) of RA 1124, the specific objectives of secondary education were as follows:

(a) to continue the unifying functions of elementary education by providing general education.

(b) to seek to discover the varying abilities, interests and aptitudes of the youth, and offer courses in the different fields of productive endeavor according to the talents of the youth and in the light of community needs.

(c) to initiate a program designed to develop community leadership,

(d) to cultivate vocational efficiency which will help the students become effective members of their family and the community.

(e) to prepare the students for effective study in the institutions of higher learning.

(2) Policies for Secondary Education

The Board of National Education created in 1954 to be the Policy Formulating Body was to direct the educational interests of the nation. One of the first acts of the Board was the promulgation of the Revised Philippines Educational Programme, which prescribed among other things, the curriculum of secondary education. The Revised Educational Program of 1957 circularized in the Department Order No.1, s1957 prescribed the 2-2 Plan Curriculum⁹ for the general high schools of the Philippines. The main characteristics of the Plan were: a common academic preparation for all students in the first two years and the bifurcation of the last two years' offerings into the vocational and preparatory college streams. At the end of the second year, a decision must be made: whether the student would have terminal, and therefore, vocational secondary education, or prepare himself for higher studies. The vocational aspect was intended to involve local industries, for instance, shoe-making in Marikina High Schools. Students were to work as apprentice in shops, farms or factories. This way, it was thought that adequate vocational choices would be made. After several years of implementation, the ineffectiveness of the 2-2 Plan became evident. A few of the reasons were said to be: aversion of many Filipinos for manual labor, lack of school equipment and facilities to implement the program, indifference of the students of the vocational phase of the program, and the desire of many parents to prepare their children for white-collar jobs. Some dissatisfactions were also caused by too many subject offerings in

the curriculum, too many required textbooks, little or no emphasis on indigenous culture, and inadequate school financing.

In the development of local curriculum, the following guidelines were to be observed consistent with national standards.¹⁰

1. The curriculum should aim to continue the unifying functions of elementary education.

2. In order to implement the objectives of secondary education there should be a common general secondary education for all students in the first and second years, and a differentiated curricula in the third and fourth years leading to either a college or a technical vocational course.

3. Under his leadership, the secondary school principal should organize an advisory body composed of representatives of the different interests in the community, whose functions, among others, shall be to conduct periodic surveys and occupations of the community, to recommend the vocational courses to be offered, and to reexamine and enrich other curricular offerings.

4. The curriculum of each school should provide vocational courses which are geared to the occupations, resources and industries of the community or the region where the school is located.

5. To insure effective occupational competence, part of the training should be given in the school shops, school farms, and school laboratories, and whenever possible in the shops, factories, stores, offices and homes in the community for the acquisition of the skills and experiences needed in the local occupation and industries.

6. The school should make every effort to secure the cooperation of the local factories, shops, stores, farms and other places of work available in the community .

The then general secondary curriculum under the Bureau of Public Schools and the academic and other types of 4-year secondary schools

under the Bureau of Private Schools were to be reorganized and strengthened so as to develop greater vocational competence and insure more academic preparation of the students. The prescribed requirements for completion of the secondary general course are attached in the Appendix.

Secondary education had been the object of continuing studies, seminars and conferences in an effort to design a kind of secondary education which can provide not only a basis of general education but also training for self-employment.

Some of the actual implementations of these general policies in the 1960's can be seen in the educational performance of the different regions of the Philippine educational system discussed in the following sections.

2.2.2 IMPLICATIONS OF EDUCATION GOALS AND POLICY IMPLEMENTATION ON THE REGIONAL LEVEL

2.2.2.1. The Education Performance of The Thirteen Regions

The very limited data on the education performance of the schools in the various regions for the period of 1965-1970 reveal the following:

Table 2.8 indicates that in 1966 total high school enrollment was highest in Region 4, which was then combined with the Metro-Manila, followed by Region 6 which had the second highest enrollment. The same table indicates that in 1970 Region 4 still had the highest high school enrollment, followed by Region 6. Meanwhile, the lowest high school enrollment was recorded in Regions 2 and 9.

Table 2.8 HS Enrollment '66-'70

REGION	1966			1970		
	*TOTAL HS EN.	**BHS ENROL.	% BHS ENROL	TOTAL HS EN.	BHS ENROL	% BHS EN.
NCR						
1	55,440	13,810	24.9	83,930	3,898	4.6
2	12,096	638	5.3	18,312	1,115	6.1
3	46,872	8,493	18.1	70,959	6,433	9.1
4	79,928	2,393	3.0	172,391	7,720	4.5
5	31,248	4,242	13.6	47,306	2,794	5.9
6	69,048	4,109	6.0	104,531	3,208	3.1
7	14,112		0.0	21,364	2,825	13.2
8	18,648	6,787	36.4	28,231	2,463	8.7
9	11,592	496	4.3	17,549	9,619	54.8
10	24,192	1,701	7.0	36,624	3,592	9.8
11	27,216	6,247	23.0	41,202	2,464	6.0
12	13,104	N.A.	NA	19,838	1,135	5.7
Total	403,496	48,916	12.1	663,000	97,266	14.7

*Based on Enrollment by Province, MECS Statistical Bulletin

**Incomplete, based on Orata's Directory of BHS, 1975

Except for the total number of high schools, data on the the distribution of high schools according to types and source of funding could not be obtained. According to Table 2.9, Region 4 registered the highest number of high schools in 1966 followed by Region 6, while Regions 9 and 12 had the least.

In terms of regional distribution of public high schools in 1970, Region 6 registered the highest number while Region 2 had the least number of high schools. This is likewise shown in Table 2.9.

Table 2.9 HS Distribution '66-'70

REGION	1966			1970		
	*HS NO.	**BHS NO.	% BHS NO.	HSNO	BHS NO.	% BHS
NCR						
1	75	98	130.7	88	224	254.5
2	64	5	7.8	83	36	43.4
3	87	37	42.5	173	132	76.3
4	268	14	5.2	235	165	70.2
5	113	20	17.7	100	84	84.0
6	166	20	12.0	1,818	129	7.1
7	83	1	1.2	246	42	17.1
8	33	25	75.8	637	119	18.7
9	15	3	20.0	146	36	24.7
10	56	14	25.0	144	96	66.7
11	53	28	52.8	115	83	72.2
12	15	5	33.3	111	60	54.1
Total	1028	270	35.3	3,896	1,206	65.7

*Based on Distribution by Province, MECS Statistical Bulletin

**Incomplete. Based on Orata's Directory of BHS, 1975.

Private and Vocational High School Count not available.

Table 2.10 indicates that the distribution of high school teachers is proportional to the number of regional enrollment; that is, Region 4 had the largest number of teachers, while Region 9 had the least. This is shown below.

The distribution of teachers in 1970 followed a similar trend as in high school enrollment, with the two highest numbers distributed in Regions 4 and 6, respectively, while the lowest were in Regions 9 and 12.

Table 2.10 *HS Teachers '66-'70

REGION	1966	1970
NCR		
1	1,539	2,451
2	336	867
3	1,301	2,017
4	4,994	8,111
5	867	1,063
6	1,916	2,082
7	392	542
8	518	1,388
9	322	542
10	671	867
11	755	1,128
12	364	629
Total	13,975	21,687

*Based on Teacher Distribution by Province and Cities
Source: MECS Statistical Bulletin

Regional breakdown of the DECS budget for high school education is not available, thus per capita input was computed by using the DECS budget for public high schools divided by the overall, high school and elementary enrollment for the year. The results reveal that per student input was 14.9P for 1966, and was higher five years later. This is indicated in Table 2.11 below.

Table 2.11 *HS Budget '66-'70

	**1966	**1970
Total DECS:	599,516	961,074
Total Public S.	536,122	873,087
% to DECS Budget	89.40%	90.80%
HS Appropriation	7,542,225	19,757,785
per capita cost	14.9	25.8

*Data for regional breakdown not available

**Based on Raw Data from:

Compendium of Phil. Statistics, 1986. and

Rene Callado's Financing Phil. Secondary Schools

As in 1966, the regional breakdown of DECS education budget in 1970 could not be obtained; thus per capita input was computed as in the above. The result showed that government spending for each student increased to almost 50% from the previous data. These are also indicated in Table 2.11.

The over-all drop-out rate for the country was 5.2%, with Region 9 and 2 as the top highest, while Region 4 had the lowest drop-out rate. This is shown in Table 2.12.

In spite of the increasing emphasis the government had been placing on education, however, drop-out rate in the high schools continued to rise. Table 2.12 also indicates that from a national rate of 5.2 in 1966, the overall drop-out rate increase was up to 6.2% in 1970, with the highest recorded in Region 10 and the lowest in Region 12.

Table 2.12 Drop-out Rate '65-'80

REGION	1965	% Rate	1970	% Rate	1980 = %
NCR	10,023		17,815	5.8	1.7
1	1,998	3.6	12,576	4.6	1.3
2	1,282	10.6	16,580	5.9	3.2
3	1,626	3.5	55,366	5.4	2.4
4	1,533	0.9	62,276	5.2	2.9
5	1,766	5.7	33,715	5.3	4.2
6	2,985	4.3	62,713	6.9	5.1
7	777	1.6	49,772	7.9	6.5
8	1,448	7.8	34,546	7.8	6.1
9	1,498	12.5	25,039	6.8	3.8
10	1,517	6.3	30,062	8.1	3.7
11	930	3.4	25,095	5.8	4.1
12	316	2.4	19,866	4.3	4.6
Phil.	27,699	5.2	445,421	6.2	4.0

Source: MECS Statistical Bulletin
1980 raw figures not available

PART III: NATIONAL CONCERN TOWARDS THE BHS SYSTEM

One of the most urgent problems of the country at that time was the extension and equalization of educational opportunity to all children at the high school level. The government is committed by constitutional mandate to the establishment and maintenance of a complete and adequate system of public education. In spite of efforts of Congress to alleviate the socio-economic conditions of youth in the rural areas, a large segment of them were unable to obtain a secondary education. This problem has partly been solved by the barrio high school, a new feature of the public secondary education system.

2.3.1 THE STATUS OF THE BHS ON THE NATIONAL / MINISTERIAL LEVEL

2.3.1.1. National Policies on BHS

Divergent views were expressed on the legality of the operation and maintenance of barrio high schools under standards different from those applied to private schools. Some quarters claimed that while the Bureau of Private schools considers the public interest in the granting of permits for the operation of private high schools, the Bureau of Public Schools allowed the indiscriminate operation of barrio high schools.

In this connection the Board of National Education created a Special Committee to study the legal basis of the establishment and operation of barrio high schools. In its report, the Committee noted the provisions of Section 13(c) of R.A. 3590, the Revised Barrio Charter.

Section 13 of the Revised Barrio charter provides the following powers, duties and responsibilities of the Barrio Council in relation to the establishment of the first barrio high schools:

"To undertake cooperative enterprises that will improve the economic conditions and well-being of the barrio residents. Such enterprises may include credit unions; stores, and activities relating to agricultural and livestock production and marketing, fishing, home arts, etc.... and other activities that may promote the welfare of the barrio inhabitants."

The establishment and operation of barrio high schools was an activity that barrio councils may undertake because these schools promote the welfare of the barrio inhabitants. Considering further that the underlying philosophy for the establishment of barrio high schools is one of self-help, the Committee believed that the establishment of such schools can be considered one of the enterprises which barrio councils are empowered to undertake.

In resolution N0. 42, s1968, the Board of National Education considered the report of the Special Committee as a basis for the enactment of necessary legislation on the establishment of these schools.

2.3.1.2. Rules and Regulations from the Ministry/ Director of Public Schools

Meanwhile, by 1966 the Office of the Director of Public Schools had already been receiving a number of requests from municipal councils and high schools PTA's for the opening of experimental BHS in some divisions of the country. With the widespread interest and increasing desire on the part of the people to make secondary education available to the rural youth, the Director of Public Schools had to regulate the

opening of more BHS so that only quality education is provided the students.

The establishment, operation and maintenance of barrio high schools have been governed by the rules and regulations prepared and issued in the Ministry of Education, Culture and Sports. The following list includes those issued by the former Bureau of Public Schools concerning Barrio High Schools some of which are still being followed.

BPS Memo No. 14, s1966, "Experimental Barrio High Schools" enjoined the superintendents to consider the feasibility of establishing barrio high schools in their divisions.

BPS Memo No. 49, s1966, "Employment of Qualified Elementary School Principals and Teachers in Barrio High Schools on Honorarium" stipulated the participation of elementary school principals and teachers in the administration and operation of barrio high schools on honorarium basis. Inclosure to Memo No. 49, s1966 provided that the Civil Service Commission interposes no objection in the request for qualified teachers to teach 1 or 2 periods a day in the BHS, and permitting the barrio elementary principal to take care of administrative and disciplinary problems, both on honorarium basis.

BPS Memo No.86, s1966, "Guidelines in the Opening and Closing of Experimental Barrio High Schools" regulated the opening of these schools for quality education of students, observing the guidelines on enrollment, organization, sources of fund, qualification of teachers, and staffing and instructional facilities.

BPS Bulletin No. 29, s1966, "Suggested Skills and Abilities to be Developed in the Teaching of Practical Arts, and Specialized Vocational Courses in Barrio High Schools" provided references for Practical Arts teachers in choosing objectives and activities for their classes and in supervising students' home projects of farming programs. The list was

essential in that it served as a guide in improving or revising any existing curricular offering to suit the needs of students of barrio high schools and the service area of the community. The Bulletin likewise indicates that the students can use whatever knowledge, skills, and abilities they have acquired in their supervised home projects or farming projects, directly or indirectly influencing their parents and their community to increase their productivity and improve their economy.

In order to further regulate the quality in instructions in barrio high schools, the Office of the Director of Public Schools issued Circular No. 20, s 1967. Realizing the need for gearing the teaching of Science in barrio high schools to the needs, resources and conditions of the barrio, the Office considered, stipulated some minimum requirements in the experiments and their corresponding equipment and supplies in the third and fourth year classes. The Director also enjoined Supervisors to check for the equipment and supplies available and those that could be improvised when request for opening of 3rd and 4th year classes were made, and urged a rotation of supplementary science readers and equipment so that they can reach the barrio high schools.

BPS Circular No. 20, s1967, "National and Echo Workshops in Science Teaching for Barrio High School Teachers" provided for the holding of a national workshop at the Philippine Normal College for the benefits of BHS , with the assistance of the Asia Foundation of the Phil. and the US Agency for International Development.

2.3.1.3. The Barrio High School Charter RA 6054:

There were about 5 million Filipino youth of high school age, unemployed, who were roaming the streets, potential delinquents due to idleness, utter lack of attention for their varied needs for normal growth, and negative influences of the surroundings. Official surveys had traced

that two major causes of the inability of these youth to pursue high school education were: low income of parents, and the inaccessibility of a high school near their homes, as the regular high schools were usually located in the town away from the barrio.

In view of the increasing demands for the opening of high schools in the rural areas, and in recognition of the capacity of local governments to finance their operation, Congress passed RA 6054, "An Act to Institute a Charter for Barrio High Schools". This law declared the policy of making possible equal opportunities for high school education for all children.

After identifying the legal basis for the establishment and operation of barrio high schools, the Board requested the Director of Public Schools to prepare guidelines in the establishment and operation of these schools as they referred to steps in their establishment, organization, administration and supervision, the teaching staff, financing, curriculum, instructional facilities and closure.

The Board of National Education, in Resolution No 43, s1968, decided to leave the implementation of the said guidelines to the discretion of the Secretary of Education.

PART IV: IMPLICATIONS OF NATIONAL DEVELOPMENT THRUSTS ON THE BHS SYSTEM

2.4.1.POLICY IMPLICATIONS ON THE ACTUAL STATUS OF BARRIO HIGH SCHOOLS

2.4.1.1. National Socio-Economic Policies and BHS Expansion

Quantitative Growth of BHS in general

The earliest records of Barrio High Schools are extremely difficult to trace, much more so in the regional level. Only summative records of BHS in the entire country are so scarcely available, and they are presented here. Some information were obtained from Orata's text, Self-Help Barangay High School Students. Though they are incomplete records, they somehow give a picture of the growth of BHS in the regions.

Likewise, there is a dearth of materials on the socio-economic background of the country in the 1960's mainly because the regional delineation of the Philippines started in the 1970's. The scarce materials available are the scattered information on the provinces and cities prior to the regional grouping. For purposes of this paper, some data have been estimated from provincial and city listings, and may therefore be incomplete data.

Table 2.13 Total BHS Enrollment¹¹

INDICES OF INCREASE IN BARRIO HIGH SCHOOLS
AND BARRIO HIGH SCHOOL ENROLMENT
FROM SY1964 - 1965 to SY 1969 - 1970

Schoolyear	Enrollment	Numerical Increase	Percent Increase
1964 - 1965	350	Base	Base
1965 - 1966	2,056	1,706	487
1966 - 1967	38,043	35,987	1750
1967 -1968	74,022	35,979	94.5
1968 - 1969	118,193	44,171	59.7
1969 - 1970	153,996	35803	30.3

Regional Increase in BHS Enrollment in the 1960's

Table 2.14 Total Barrio High School Number¹²

Schoolyear	BHS Number	Numerical Increase	Percent Increase
1964 - 1965	4	Base	100%
1965 - 1966	27	23	575
1966 - 1967	574	547	2026
1967 - 1968	2848	2274	396
1968 - 1969	1134	-1741	-61
1969 - 1970	1438	304	27

Regional Increase in BHS Number in the 1960's

Quantitative Growth of Barrio High Schools in Region 4

The scarce statistical materials available, indicate the following:

1) From their first establishment in the region - the approximated number of barrio high schools in Region 4 grew - from 8 schools in 1966 at yearly rate of 250% , 120 % , and 55% in the years 1967, 1968 and until 1969, respectively.

2) Barrio high school enrollment in the region grew -from 2395 students in 1966 -at a yearly rate of 124%, 110% and 252% in the years 1967, 1968, until 39532 enrollees by SY 1969.

3) The first BHS in Region 4 was established in 1966. By 1968, of the total 71 public high schools - the only available data for the 1960's- in the region, 52 were barrio high schools. From its first founding in the region in 1966, the average growth rate of barrio high schools was 129%, while that of public high schools was 103%.

4) In 1963, 24.99% of the national high school age population were enrolled in the secondary schools. Except for the regional enrollment figures of the same year, the SAP data could not be obtained. Thus, the enrollment of the Region was divided by the % enrolled of the national SAP. It was found out that enrollment in Region 4 comprised 20% of the national average.

5) By the year 1970, 640017 students were enrolled in public high schools in Region 4, while 57720 students were getting their high school education from barrio high schools. Thus, 9% of the high schools students were receiving a barrio high school education by the end of the 1960's.

On the whole, national development efforts in the 1960's were geared towards expansion. The national aim for social development in the

1960's was mainly to implement immediate reforms in the rural areas so as to reduce the rising communist insurgency. This was to be accomplished by expansion of economic development programs which was geared predominantly towards increasing economic production by an integration of the agricultural and industrial sectors. On the regional level, these were to be accompanied by development activities that were community-oriented, in order to achieve equity of opportunity for the regions.

Although not much could be traced concerning direct national efforts on the first barrio high schools, it can be said that the numerical expansion of these schools was an aftermath of the national economic policies directed to the expansion of the national economy to meet the expanding population and at the same time to meet the insurgency problems by rural community development.

Expansion of rural economy meant development of the countryside through agricultural expansion and increase in agricultural production. The development of the countryside provided a fitting support and environmental motivation for the dramatic increase in the first barrio high schools. This can be said not only of the barrio high schools throughout the country in general, but also of those in Region 4 in particular.

2.4.1.2 National Socio-Economic Policies and the Features of the System

(1) The BHS Curriculum in the 1960's

The integrated curriculum of the first barrio high schools was first prescribed with the implementation of the Barrio High School Charter. This is presented in detail below. What we shall discuss in this section, however, is the first type of work-oriented instruction, or work-activities that the first barrio high schools emphasized, in keeping with the original objective of keeping the youth in school busy, enabling them to earn for their schooling and helping them to contribute to community development.

The Work Experience Projects as Vocational Subjects in School¹³

1. Raising vegetables and fruit trees. Majority of the students had yards which could be used for fruits and trees to grow, while the schools provided nurseries as sources of seedlings. The projects were visited from time to time by school teachers and experts in order to keep the effort alive. These were harvested in due time, sold to the nearby markets to pay for the children's school expenses or as their pocket money.
2. Home Industries. A variety of cottage or home industries were established, where jars, tiles, baskets, shoes, hat and embroidered materials. The home, the barrio or the school provided for the capital to start with.
3. School and / or home poultry projects and piggeries. For schools with enough site, some barrio council members established funds to raise capital for the projects. Instead of buying the feed, which used to be the case, rice and vegetables were planted in the school or home grounds for the purpose. The proceeds of the project were divided according to the

agreement of the school, the barrio or community council and parents, or as the case may be.

4. Duck-raising projects. Barrio high schools located near the rivers put up duck-raising activities the proceeds of which the students can use for their schooling expense.

5. Work on the Farm. In most rural communities, there was always work on the farm for imaginative and ambitious people. Vegetables and other crops were raised after a rice harvest. The students were taught the value of keeping the soil planted instead of letting it go idle.

The Work Experience Projects For Community Improvement¹⁴

1. Cleaning the Community. This consisted of (1) digging canals to provide drainage everywhere in the community. The tools were improvised by the community; (2) hauling unsightly rubbish to improve sanitation.

2. Building toilets: no one was allowed to finish a grade in which health education is taught who lives in one without a toilet.

3. Building of fences: one of the reasons was to keep stray animals outside the individual house yards, aside from aesthetic purposes.

Although the traditional role of Region 4 is said to be that of Manila's immediate agricultural hinterland because of the proximity of some of its provinces to the city, the rest of the region remain predominantly rural and agricultural, particularly those of the region's island provinces. This agricultural area constitutes about half of the total regional land; the remaining half are considered as steep mountains that are better left off as forest or open lands rather than to be converted for agricultural purposes.

Since it was part of the government's policy to foster and accelerate the balanced growth of the regions for national social, economic and

political stability, the indigenous resource endowments of the region were to be developed, particularly those of Palawan. This meant the creation of irrigation projects and other self-sustaining activities.

These policies for agricultural expansion of the period reinforced the strength of the vocational aspects of the curriculum of the first barrio high schools. The establishment of local agricultural economies also helped absorb or create employment opportunities for the majority of the graduates of these schools who were found to be working after completing their high school education. The animation of the countryside, side by side with barrio animation, were complementary forces in providing the atmosphere for growth of the vocational aspect of the first barrio high schools in Region 4.

(2) Parental and Community Participation in the BHS System

As we have seen in Chapter 1, the parents were directly or indirectly involved in the establishment, operation and maintenance of the first barrio high schools. This effort can be categorized in four areas of guidance and support: (1) provision of finances, (2) provision of services, (3) provision of know-how, and (4) provision of materials. The questionnaire results indicate that the strongest participation of the parents in running the barrio high schools was felt in the area of financing the system. This will be discussed below. Related literature on the original barrio high schools indicate that the parents were actively involved with teachers in supervising the work and vocational oriented activities of the school - some of them presented above - that were carried out in the homes and which formed essential part of the BHS system. Likewise, they worked hand and hand with the barrio and other community members and leaders in looking for experts to teach the vocational aspects of the school curriculum.

When the government adopted a priority policy on agricultural expansion and rural community development in the 1960's, private and government volunteer agencies were available to meet the countryside needs for instructors in the self-help projects. They were readily accessible to the parents of students in the barrio high schools, as well as to the community leaders.

(3) BHS Financing

No valid statements can be made so far as to the relation between government policies for socio-economic development in the 60's and the structure of BHS financing during the first stage of its development. It can be hypothesized, however, that the self-sustaining rural community projects initiated by the government provided the parents with the financial capacity for their children's schooling from which the barrio high schools drew their main source of income. Under the financing system during those days, the local public secondary schools were to be financed secondarily by the local government, which consequently provided the barrio high schools the privilege to request the local government office for some funding in times of need. Under this structure, it was less complicated and troublesome for the barrio leaders and school authorities to go directly to the financial offices concerned because of relative proximity and accessibility.

2.4.1.3. National Educ. Devlpt. Policies and BHS Expansion

To implement the national aim of providing greater access to education, one of the major strategies taken was the adoption of the Educational Development Program which provided for the yearly increase in school buildings, particularly for elementary classes. Annual appropriations for the repair and construction of school buildings, as we have seen in Chapter 2, ranged from 40% to 70% increase yearly in the mid '60's. Although the national government was criticized for uneven allotment of financial and other resources for the elementary and secondary levels, such move can be said to be advantageous for barrio high schools in the early years of its existence. It can be said that this rapid increase in classrooms and school buildings, although can not be directly traced, could have housed the tremendous number of barrio high schools in the first stage of its development, and may have been responsible for the numerical expansion of these schools.

2.4.1.4. National Educ. Devlpt. Policies and the Features of the BHS System

(1) The BHS Curriculum:¹⁵

Before the adoption of the Barrio High School Charter, curriculum and instruction offered in the BHS, while being similar to those in the regular high schools, offered subjects that were given a strong community-centered bias. The vocational courses, particularly were adapted to the natural resources and industries of the community. This was based primarily on the belief that while some of the students in the BHS would ultimately find their way to college, to most of the students secondary education was terminal.

The Policies of the Board of National Education for Secondary Schools included most importantly the 2-2 Curriculum which specified a common academic preparation for all students in the first two years, and the bifurcation of the last two years of offerings into the vocational and college-preparatory streams. More importantly, the curriculum prescribed that the vocational aspect was to involve local industries.

The guidelines for the development of the local curriculum specified that such vocational courses were to be geared to the occupations, resources and industries of the community where the school is located. And to insure effective occupational competence, part of the training should be given in the school shops, stores, offices, and homes in the local community for the acquisition of skills and experiences needed in the local occupation and industries.

A growing discontent grew against the poor implementation of the 2-2 Plan which proved to be a failure in most regular high schools, for reasons described in Part 2 of Chapter 2.

For the Barrio High Schools in Region 4 however, the implementation of this Nationally Prescribed Curriculum can be said to

have directly or indirectly provided the impetus for their already vocationally-slanted instruction. The examples above illustrate specific work-oriented school activities which maximized the local community resources where the barrio high schools were located.

Educational Guidelines from the Ministry of Education stressed the development of skills and abilities of students in the Practical Arts and Specialized Vocational Courses in the first barrio high schools. Likewise, directives from the Ministry, particularly from the Bureau of Public Schools enjoined the private organizations and establishments to coordinate with these schools in their vocational, work-oriented function by helping in the vocational instructions. This effort also was useful in providing the mechanism to absorb the graduates of the BHS system, as we shall see in a latter section of this chapter.

When the Barrio High School Charter was promulgated and adopted in 1970, the BHS curriculum, particularly the academic offerings, was to conform to the minimum unit requirements prescribed therein. The vocational curriculum prescribed at least one vocational course for each curriculum year, and that the vocational course in each curriculum year was terminal. The minimum requirements for the academic as well as the vocational curriculum of the barrio high school since the implementation of the Barrio High School Charter is presented and discussed in Chapter 3.

(2) Parental and Community Involvement¹⁶

The only document that proves the extent of parental and community support as well as that of school leaders is the agreement that student and parents sign on the one hand and by school officials and other lay leaders - which consisted mainly of the Barrio Captain -on the

other before the opening of a barrio high school. The following provides the summary of the agreement.

The parents were to increase the productivity of their farms and lots by following the suggestions of vocational teachers, and other agricultural experts. They were not to disturb their children from studying - which meant refraining from giving them house work when it was time to study for school work.

The students were to help pay their high school expenses by undertaking as part of their assignments, home projects such as raising pigs, goats, chickens, cows and other animals, and making slippers, baskets, bags, and stoves for sale. They were to make their own study lamps, study tables, and were to study hard at home.

The school officials such as the building principal, Principal of the Elementary building which houses the BHS, and the principal of the mother high school who was to be the principal of BHS, were to equalize learning chances by providing the students with good teachers and textbooks as well as other reading materials as those of the mother high school. They were to relate academic learning and work experience through proper guidance and follow-up, and secure the services of governmental experts to guide and assist the parents and students.

Questionnaire results indicate that parents' role in the period was mainly on BHS financing, and support document materials that the community was involved in providing the needed equipment and materials which the schools needed.

(3) Financing the Barrio High Schools¹⁷

The main source of BHS funds was income from tuition fees of the students. Teachers' salaries, honoraria and other expenses of maintaining the school come from the tuition fees and other contributions of the

students. The tuition fees collected from 80 students was sufficient to hire one full-time teacher for every class of 40 students and one or two part-time teachers. The funds of the barrio high schools were included in the budget of the mother high schools and expended according to government regulations.

The numerical expansion of barrio high schools after the first few years of their establishment, as revealed in Section 2.4.1, indicates the extent to which the schools have contributed to the expansion of educational access to the rural youth. But a discussion of the features of the system, as revealed in Section 4.1.2 and in this section indicates another dimension of educational access. It involves further a consideration of the financial capacity of the rural households to send their children to school and the school's capacity to keep the students in school rather than have them drop out too soon.

We have seen that the active and strong sense of parental and community commitment was one of the most essential factors responsible in maintaining the first barrio high schools. This participation can be said to be not a direct capability to support their children's school finances but a vital substitute for their financial incapacity to do so.

On the other hand, the first barrio high schools could keep their students in school through some of its essential characteristics: (1) its strong rural and community-centered curriculum, (2) its flexibility in terms of instructional organization, and (3) its ability to create a strong sense of community identity and pride by allowing them to participate in running the system. The third of these features has created a sense of identity and pride among the rural folks in considering the barrio high schools as part of their local community.

2.4.2. POLICY IMPLICATIONS ON THE PERFORMANCE OF THE BHS SYSTEM:

2.4.2.1. The Role of the System in Providing Educational Access

(1) Enrollment Increase

The barrio high school has been a form of extending the opportunities of high school education to the rural youth during the first stage of its development. The first available data of 1966 shows that compared to the total number of in-school youth, 12% were enrolled in barrio high schools. The next available data of 1970 indicates that the system provided a high school education to 15% of the rural youth of the country in general. In Region 4 however, 3% of the total enrolled high school youth were in barrio high schools in 1966, and 5% in 1970.

As regards enrollment in barrio high schools, in Region 4 alone, the 2395 students in 1966 grew at a yearly rate of 124% in 1967, 110% in 1968, and 252% in 1969.

(2) BHS Entrants from the Elementary: Schools

Table 2.15 that appears in the next page indicates that in 1966, 11.3% of the graduates from public elementary schools enter the barrio high schools. The largest number of elementary graduates who pursue secondary education in the BHS is recorded in Region 12, followed by Region 1. In 1970, the number decreased to 2.2 percent. This time, the largest number of elementary graduates going to barrio high schools was in Regions 2 and 12.

Table 2.15 BHS I/ Elementary Graduates '65-'70

Region	1965 Elem. Graduates	1966 1st year BHS	% BHS	1969 Elem. Graduates	1970 1st year BHS	% BHS
NCR		-	-		452	-
1	48,281	4,623	9.6	65,342	6,370	9.7
2	25,786	224	0.9	35,240	730	2.1
3	61,997	29,930	48.3	82,962	1,071	1.3
4	89,430	8,010	9.0	143,166	2,025	1.4
5	47,732	1,713	3.6	65,342	838	1.3
6	55,962	1,715	3.1	76,355	1,070	1.4
7	34,016	0	0.0	45,519	542	1.2
8	31,273	2,022	6.5	44,051	803	1.8
9	22,494	2,060	9.2	30,101	163	0.5
10	29,627	6,430	21.7	40,380	1,369	3.4
11	36,210	2,378	6.6	46,897	550	1.2
12	22,494	2,870	12.8	28,633	452	1.6
Total	548,651	61,975	11.3	734,105	16,435	2.2

Source: MECS Statistical Bulletin

2.4.2.2 The Role of the System in Providing Quality Education

Test results:

The achievement of barrio high schools can be gaged through the achievement level of its students and graduates which are in turn measured by various academic tests conducted by the Ministry of Education. Two of these tests used in this study are the achievement test results conducted by the Bureau of Public Schools, through the various School Divisions, and the results of the the national college entrance examinations taken up by the graduates.

(a) in-school tests: Achievement Test Results of BHS Students

As regards barrio high school performance reflected in the performance of its students in annual achievement tests, very little could be known because of insufficient data on file. Thus, only the little information available in the Bureau of Public Schools was utilized

At the end of its first year of establishment, the Bureau of Public Schools administered tests to the students of the first experimental BHS and to those of their mother high schools. The results indicated that the achievement of BHS students was higher than those in the mother high schools. The Division Office gave another set of tests in Reading, General Science and Mathematics. Again, the results showed that the median score of the BHS students was higher than those in the mother high schools.

In 1966 - 1967, the Bureau of Public Schools administered tests in the basic subjects to the first year students in 25 divisions of the country, including the barrio high schools. The results of the tests in 25 divisions were as follows:

No. of provinces in which the median of the mother high schools are generally higher than that of the barrio high schools: 10.

No. of provinces in which the median of the barrio high schools are generally higher than that of the mother high schools: 10.

No. of provinces in which the medians of the mother and barrio high schools are generally even: 5.

Other tests comparing the performance and achievement of the barrio high school students and those of the mother high schools have been performed by the Bureau of Public Schools in various schools representing the northern, central and southern regions of the country in the SY 1966 - 1967.. The results showed that the students of the barrio high schools fair well enough in comparison to those in the mother high school who have better facilities.

Examples are the following;

The results of the test conducted by the Bureau of Public Schools in 1966 - 1967 to all first year and second year students in public high schools indicated the following:

1. Of the ten provinces in which the medians of the mother high schools were higher than those of the barrio high schools, 2 were from Region 4: Cavite and Palawan.

2. Of the ten provinces in which the medians of the barrio high schools were higher than those of the mother high schools, 2 were in Region 4: Laguna and Romblon.

3. The number of provinces in which the medians were generally even for both schools was 5, of which there was no mention of the provinces' names.

In 1968 -1969, the tests administered by the Research and Evaluation Division of the General Office where students of mother high

schools and BHS were paired by age, intelligence and other factors revealed the following:

1. Barrio High Schools from the the province of Laguna were taken from Region 4.

2. The mother high schools generally had better facilities, equipment and instructional materials than the barrio high schools.

3. The barrio high schools surpassed the mother high schools in achievement in 17 subjects, while the mother high schools surpassed the barrio high schools in 10 subjects.

Similar studies had been conducted every year with almost the same results; unfortunately however, the data could not be obtained for this study.

In 1968-69 the fourth of a series of studies, in which students in the barrio high schools and those in the mother high schools were paired by age, intelligence and other factors, was conducted covering eight regions of the country. The results showed that: the barrio high schools surpassed the mother high schools in achievement, to a significant degree in seventeen subjects; however, the mother high schools surpass the barrio high schools in only ten subjects.

(b) NCEE Results: The National College Entrance Examinations were first administered to the graduates of SY 1973, and therefore can not be included as data for the first period of BHS development.

2.4.2.3. The Attainment of BHS Objectives

(a) BHS graduates in general

The first questionnaire, aimed to obtain information on the BHS graduates, sent to the assistant principals of the first barrio high schools - which opened in 1964 -was conducted in 1973. The summary of the survey reveals the following:

I. What the graduates are doing:

Studying	25%
Employed	22%
-self-employed	
Stopped	15%
Unknown	15%
Others	

II. What institutions those studying were attending:¹⁸

(b) graduates of BHS in Region 4

1. Results of Document Analysis:

The only existing record for the whereabouts of the first graduates of BHS in Region 4 indicate something of Marinduque, one of the small provinces of the Region. They appear as follows:

NUMBER AND WHEREABOUTS OF GRADUATES:

(a) Number who have graduated:	179
(b) Approximate % of the graduates who proceeded to college	41%
(c) Number refused admission or required to take back subjects	None
(d)% of those who have settled down those who created their own employment	8 28

2. Questionnaire Results:

The results of BHS teacher responses indicate that within the five-year period from the first founding of the BHS, 20% of the first graduates continued studying after high school, while 30% were self-employed. Comments from the respondents reveal that most of those who were employed after graduation started their own small business in the barrio.

On the other hand, principal respondents claim that in 1964-1969, of the first BHS graduates, 20% were studying and 40% were working, majority of which were self-employed. Twenty percent were working and studying simultaneously; 10% were married, and the rest 10% were unknown.

Among those who preceded to college, teacher respondents claim that 20% took degree courses, while 30% took vocational courses. The rest of the responses could not be counted, while some others refrained. The principals however, claim that 30% took a four-year degree course; the other 30% took up vocational courses, while the other responses were not valid.

These are the only very limited available data on the status and whereabouts of graduates by which the performance of the BHS system in terms of its ability to pursue one of its two-dimensional objective of preparing students for work after high school can be judged. No comprehensive and exclusive conclusions yet can be drawn; however, the following can be said at this point.

On the whole, the BHS system prepared more of the students who finished the high school stage for employment. This is a reflection of the national efforts to concentrate policies for the development of the countryside, particularly of the barrios in the 1960's. The government's policy to expand economy to meet the expanding population was directed

on implementation of immediate reforms in the rural areas. Development efforts aimed at regional development to reach the remote areas and out-of-school youth by increasing agricultural production. The animation of the countryside, as well as the barrio animation during the first few years of BHS establishment, helped absorb the graduates of these schools into work by creating employment opportunities.

Furthermore, the documents from the Ministry of Education reveal that Educational Guidelines stressed the Development of Skills and Abilities of Students in Practical Arts and Specialized Vocational Courses in the Barrio High Schools of those days. As was earlier pointed out, directives from the Ministry, particularly from the Bureau of Public Schools enjoined the private establishments and organizations to coordinate with the barrio high schools in their vocational, work-oriented function by helping in the operation of vocational instructions and absorbing graduates in the community industry.

The establishment of the barrio high schools close to the homes of the students provided a greatly broadened set of opportunities for the rural individuals. At the same time that the schools provided an answer to the general need for a basic education, as seen in Section 2.4.2.2, they have likewise provided an answer to other rural occupational education needs, as seen in Section 2.4.2.3. By allowing its graduates to proceed to College and at the same time allowing some of them to work after high school, the BHS system proved that it was not impossible to achieve the twin objectives of general education and vocational training education.

In assessing the outcomes of schooling in a barrio high school, I have attempted to evaluate the schools, first in terms of the congruence between its curriculum and school objectives and second in terms of the extent it has achieved its objectives through its outcome, I have used two

indicators: student achievement - in Section 2.4.2.2 - and status and accomplishment of graduates - in Section 2.4.2.3.

In looking into the curriculum of these schools in the first stage of their development, I have found out that it was indeed compatible with the school's philosophy, and that there existed a congruence between the content of the curriculum and the actual school outcomes. As a formal type of rural education, the barrio high school system best contributed to rural development through a proper blend of both its academic content and vocational learning experiences.

CHAPTER SUMMARY AND CONCLUSIONS

SUMMARY:

The national development thrusts during the first period of BHS development consisted mainly of the following: the social development priority was to implement immediate reforms in the rural areas to reduce the rising communist insurgency, while the economic development priority was placed on increasing economic production by an integration of the agricultural and industrial sectors. These were to be accompanied by development activities that were community-oriented, and on the regional level, this meant achieving equity of opportunity by harnessing the local resources of the regions.

The influences of such development thrusts on the BHS system as a whole can be seen in the following:

(1) on the numerical growth of barrio high schools:

Although there were no direct efforts exerted by the national government on the BHS system, its growth was an aftermath of the national economic policies in the 1960's directed to the expansion of the economy to meet the expanding population, and at the same time meet the insurgency problems by regional development. It can be recalled that the resurgence of the communists in the 1960's highlighted the need to implement immediate reforms in the rural areas. Expansion of the rural economy meant development of the countryside through agricultural expansion and increase in agricultural production. The first regional development effort started in the 1960's, through extensive community development programs aimed to reach 2000 barrios, utilizing idle and out-of-school youth. As we shall read below, this increased agricultural development in the countryside provided a fitting support that helped in

the dramatic increase of the barrio high schools then. The animation of the countryside, as well as the barrio animation were found to be elements that fanned the growth of these schools.

(2) on the institutional elements of the barrio high schools:
the curriculum of the schools: The policies for agricultural expansion of the period reinforced the strength of the vocational curriculum of these schools, as well as helped absorb or create employment opportunities for majority of the BHS graduates who were found to be working after high school.

parental and community participation in the BHS system:

Direct and indirect parental and community involvement in managing the first barrio high schools is said to be categorized in four areas of guidance and support: (1) provision of finances, (2) provision of services, (3) provision of know-how, (4) provision of materials. When the government adopted a priority policy on agricultural expansion and rural community development in the 1960's, private and government volunteer groups and individuals were available to meet the countryside needs for instructors in the self-help projects. They were coincidentally accessible to the parents of students in the first barrio high schools, as well as to the community leaders.

Meanwhile, national development efforts for education were directed mainly towards expansion of the educational system. On the secondary level, guidelines were released to develop curriculum oriented towards the needs, resources and endowments of the local community where the schools were located.

The Influences of these national educational development efforts on the BHS System as a whole can be said to have been in the following areas:

(1) on the expansion of the barrio high schools:

In addition to the economic thrusts of the period, national educational development policies were directed towards democratization of educational opportunity by expansion. One of the essential strategies taken was expansion of educational opportunities, through expansion of the school system by classrooms and school building programs, and by enlarging the education budget. Enlargement of the formal school system in general, and enlargement of the educational budget, particularly that of the elementary stage, could have directly or indirectly housed the barrio high schools then, most of which were sharing the same buildings and grounds with the elementary schools.

(2) on the institutional elements of the system
the curriculum of the schools:

The Policies of the Board of National Education prescribed the 2-2 Curriculum where the last two years of high school education were to be given to students who are inclined to work after high school. Under this program of instruction, the vocational courses were to involve local industries, and develop occupational skills needed in the immediate community of the students. Although the Plan was poorly implemented and turned out to be a failure in other regular high schools, it nevertheless provided a strong impetus for the first barrio high schools who were trying to develop their vocationally-oriented curriculum.

the role of the parents and community in BHS system:

Inadequacy of financial resources during the first few years created the need of the first barrio high schools to rely on improvised materials to be able to carry on with their work-oriented curriculum and necessary self-help projects which in turn prompted strong parental and community involvement in securing these necessary equipment. Likewise, the vocational aspects of the BHS curriculum which were to rely on the needs and resources of the immediate community provided a strong motivation for all the persons involved to discuss with school officials in deciding the kind of vocational offerings for the barrio where the school was located.

financing of the barrio high schools:

In the 1960's, financing of the high school system was left mainly to the local government. As a consequence, the operation and maintenance of the high schools varied according to region, most of which were inadequate. This provided a fitting atmosphere of a strong village support for the continued operation and maintenance of the barrio high schools.

CONCLUSIONS:

1. The elements of the BHS system during the period of establishment until its legalization:

Within the period of 1964-1970, the elements of BHS system under study were of the following characteristics:

(1) Educational content as contained in BHS curriculum was patterned after the regular academic high school. Although on paper, more academic subjects were to be offered than vocational courses, in practice, Vocational and Practical Arts were integrated with the academic courses, and were given a strong community-centered bias.

The government thrusts for rural development supported the strong vocational orientation of the curriculum of the barrio high schools during the first few years of their existence. This further indicates that the government policy to orient the vocational aspects of the high school curriculum in the 1960's was carried out in the barrio level.

(2) Parental and community involvement were an active force in running the school. This was shown through efforts in constructing barrio high schools, provision of finances, provision of services, provision of know-how, and provision of materials.

The numerical increase - as was discussed earlier and which will be presented again below- which illustrated that the village people found meaning in the relevant instruction and organization of the school, was coupled with this strong parental and community participative element.

(3) The main sources of funding was tuition fees (77.6%), and national and local aid, (11.5%). The inadequacy of the national and local funds for the barrio high school system was an instrument for the

community to take the responsibility to themselves to keep the schools going.

2. The role of the system in extending the opportunities of schooling to rural youth.

The BHS system has been a form of extending educational access by providing high school education to 15% of rural youth in general, and an average of 731% for Region 4 in particular, from 1966-1970. Likewise it has been a form of education that absorbed 13% of the elementary graduates within the period.

Numerical Increase. In general, BHS enrollment grew from 587% from SY 1964-65 to the following schoolyear, until 2521% in SY 1969-70. Compared to the total national enrollment, BHS enrollment was 12% within the period. In Region 4 alone, BHS enrollment grew from 3% in 1966 to 322% in 1970. Total BHS number increased at a rate of 446% from 1966 to 1970. Compared to the total high school growth, barrio high schools were 35% in 1966, and 66% in 1970. Barrio high schools in Region 4 alone grew at a remarkable rate of 140% from 1966-1970.

The numerical increase (1) meant that the barrio people and the rural community found meaning in the first years of BHS existence; relevant instruction, coupled with direct parental and community participative system, (2) was an aftermath of the large high school age youth due largely to the postwar baby boom, and inter-regional migration, with the population overspill from Metro-Manila.

This quantitative expansion, together with the qualitative good performance can be said to be the result of the following: (1) power from within the system: strong community support, (2) power from without

the system: direct concern and pressure exerted by the Ministry, as shown by BHS Orders and instructions.

3. The role of the system in providing quality instruction.

In terms of test results, the achievement of BHS students fared well in comparison to those in the mother high school. This can be attributed to the fact that the first barrio high schools received direct supervision and control from the school officials.

4. The attainment of BHS two-dimensional objectives:

Beyond expanding educational access, it can be said that barrio high schools in this period have attained their dual educational objectives of providing university-preparatory education and work-preparatory training after high school. The data that supports this is that which indicates the status of the BHS graduates during the period.

Questionnaire results showed that between 1964-1970, majority (40%) of BHS graduates in Region 4 were working, or had established their own small business after graduation. Meanwhile the barrio high school system provided a university-preparatory education to 30% of its graduates.

The government thrusts for rural development, as has been pointed out earlier, supported the strong vocational orientation of the curriculum of the first barrio high schools. This in turn helped prepare more of the graduates for work after secondary schooling.

Furthermore, the self-sustaining projects that reached thousands of barrios, not only prepared the students for employment skills before graduation, but can also be said to have provided employment opportunities for the BHS graduates.

To wrap up, the continued increase of the barrio high schools in the first few years of their establishment was an indication of the socio-eco-educational scenery in the 1960's. Education in the 60's was characterized by high expansion of the school population at all levels. The government response to the problem was expansion of the educational system, by enlarging the budget, construction of school buildings and classrooms, and provision of necessary facilities. In the barrios, however, where the number of schools was inadequate, the barrio high school system was a timely solution.

Furthermore, expansion of these schools was an after effect of the government efforts to solve the problems of insurgency, to which the response was regional development.

The favorable performance of the system was due largely to the pressures exerted by the Ministry of Education until the time of its legal recognition. Side by side with this was the simple organization which lent no way to bureaucracy, a fitting organizational structure for direct parental and community support. Without the pressures of too much comparison of the graduates of the BHS system in this period, it was evaluated favorably.

5. Findings on the Theoretical Framework Used in the Analysis

Finally, the following can be said of the implications of the theoretical background applied to the BHS system during the first stage of its development.

(1) The numerical expansion of the barrio high schools during the first stage of their development and the consequent expansion of enrollment in these schools indicate one aspect of educational access in terms of Richard's theory - provision of educational access in terms of increase in the number of seats available. But as I have pointed out in the

Introductory Chapter, educational access does not only simply mean numerical increase; it also implies a consideration of the financial conditions of the rural household to send their children to school.

In this chapter, it has been found out that it was the parents' and community involvement and willingness that were responsible for sending the barrio children to the schools. This commitment was an essential substitute for their financial incapacity and was an essential element that worked hand in hand with the schools' capacity to provide educational access to the barrio youth.

This volitional capacity of the parents was coupled with the school's capacity to keep the students in school rather than have them drop out soon after entering. How the system could keep its students in school in spite of their financial handicap at home necessitated a look into the structure of the school's curriculum and the system's instructional organization.

(2) As a sub-system within the entire educational system of the Philippines, the first barrio high schools - roughly - possessed both the features of the formal school system as well as those of the non-formal learning system. This was proven by the functions the system performed during the first few years of its establishment.

Likewise, this chapter illustrates that local parental, as well as barrio animation were key elements in the institutional structure of the schools for the the successful implementation of the system during the first few years of its establishment.

(3) As to its role in rural development, the barrio high school system, as a rural-centered educational institution, possessed some of the following characteristics enumerated by Bennett: (1) the curriculum of the school was partly determined by the local community; (2) the system created somehow a sense of community identity and pride in it as their

own undertaking; (3) part of the curriculum centered on the most pressing problems of the barrios; (4) the system was flexible in terms of instructional organization, particularly of time.

The establishment of the barrio high schools close to the homes of the students provided a greatly broadened set of opportunities for individuals. Although the barrio high schools were generally an answer to the basic need for a basic education, they likewise provided an answer to other rural education needs as well as occupational education indicated by Coombs. This means that, during the first few years after its establishment, by allowing its graduates to proceed to college and at the same time allowing some of them to work after high school, the barrio high school system proved that it was not impossible for the school to achieve the twin objectives of general education and vocational training education, because it was the school's fundamental objective after all. While providing education within the entire educational system in the first period of its development, it served as an immediate source of information for guidance and vocational skills and their immediate and simple application.

(4) In the discussion on the performance of the system and the degree to which it has attained its objectives, I have tried to describe the effectiveness of the first barrio high schools. I have tried to concentrate on the issue on assessment of school outcome. But of the disturbingly numerous factors selected as indicators of outcome, I have chosen the aim of schooling in a barrio high school as the limiting factor in the discussions. Although it has often been argued what the aims of schooling are, I have concentrated on the original two-dimensional goal of the system in assessing the school's effectiveness. I have used two indicators in assessing the system's effectiveness: one is measurement of student progress made at some points in their study course, and the other is

measurement of occupational work and social outcomes. I looked into the students' achievement and other test results in the former, and the application of these occupational and /or academic outcomes at the end of high school in the latter. All these tap the goals that the BHS has always aimed for - academic preparation and employment preparation.

In looking into the curriculum of these schools in the 1960's I have proven out whether these were compatible with the philosophy upon which they had been established, and investigated the congruence between the content of the curriculum and the actual outcomes. I have found out that in the first few years, the overall objective of the schools to give students a chance to high school education, earn to pay for this education, and prepare them to work or study after high school, was accomplished mainly through its local community-centered curriculum. As a formal type of rural education, the barrio high school system best contributed to rural development through its proper blend of both academic content and vocational learning experiences.

N O T E S

1. Four-Year Economic Development Program, 1967 - 1970. NEDA, Philippines, p.8.
2. Ibid.
3. Details of Land Reform Program are given on pages 48 - 51, *ibid.*
4. Philippine Development, "Organizing for Regional Development", Mr-April, 12.
5. Figures in this section have been derived from the Four-Year Economic Development Program.
6. Condensed from the International Yearbook of Education, V 22, 1960 - V 30 1968.
7. General Policies on Education, 1960's. Board of National Education, Malacanang, Manila. pp 65-67.
- 8 Leopoldo Cruz, Financing Secondary Education in the Philippines (International Institute for Educational Planning.: France, 1975): 25 - 28.
9. A critical analysis of the 2-2 Curriculum Plan is attached in the Appendix.
10. Ibid.
11. Annual Report of the Director of Public Schools, 1968 - 1969.
12. Secondary School Division, BPS.
13. Incomplete: from the Directory of Barrio High Schools in Orata's Self-Help Barangay High School Students
14. Ibid.

15. Vitalino Bernardino, "Recent Developments in Philippine Secondary Education", Bulletin of UNESCO Regional Office for Education in Asia, V2, 1 (1967) 55.
16. Ibid.
17. Ibid.
18. Pedro Orata, Self-Help Barangay High Schools, op cit.

CHAPTER THREE

Stage II: Period of Independent Development

Introduction:

The purpose of this chapter is two-fold. The first is to describe the barangay high school system in the second stage of its development, covering the period from 1971 - 1986. The focus of the discussions is primarily on the changes made on the system, particularly on the following elements: (1) its objectives, (2) its educational content - as embodied in its curriculum, and (3) the degree of parental and community involvement in the school enterprise, and its (4) financing system, and secondarily on the implications of such changes on the functions and role of these schools. The second is to present the national development policies in general as well as the national development thrusts towards the regions in particular. The aim in the former is to provide the socio-economic background of the country in general, while that of the latter is to provide the socio-economic background of the regions in particular that were vital in shaping the history of these schools.

The second stage of BHS development was accompanied by vigorous governmental efforts at national reforms and re-structuring of society which were all embodied in the Philippine Development Plans.

Like the previous chapter, presentation of contents proceed in the following order. Part I examines the overall national socio-economic development thrusts of the period reflected in three Development Plans namely: the Four-Year Philippine Development Plan of 1972 - 75, the Five-Year Development Plan for 1978 - 82, and the Five-Year Development Plan of 1983 - 87.

The Four-Year Plan 1972 - 75 is the revised version of the earlier Plan for FY 1971 - 74. In view of the updated economic developments

that backdated the previous plan, it had been drafted, containing technical refinements and improvements of the earlier one. Furthermore, the timetable covered was rolled over to include the latter FY 1972 - 75.

The next of the three Plans covered within this Period is the Four-Year Plan of 1974 - 77. It was the first plan that took into account the changes in the development framework resulting from the institution of Martial Law by virtue of Proclamation Order No. 1081. However, it focussed on specific regional developmental strategies; thus discussions on this Plan were integrated with earlier and latter Plans. A brief evaluation of the outcome of the Plan period is covered in the discussion of the Five-Year Plan 1978 - 82. The successor Plan, the Five-Year Development Plan was drawn up within the context of a Ten-Year Plan of 1978- 1987.

The last Plan relevant to this period is the Five-Year Development Plan 1983 - 87 whose very essence was to meet with reasonable variability the global and regional conditions that faced the country in the last years of the decade.

How well these socio-economic aims were attained and how effectively these policies were implemented was traced by looking into the status of the regions using some socio-economic indicators.

Aside from the socio-economic background analysis of the period, educational Thrusts, Goals and Policies of the Period - on the national level - were analyzed. Part II traces the development goals and strategies of the government towards education within this period through a discussion of the DECS Orders, Memos and their corresponding guidelines. As in the previous section, the degree to which these aims were attained and how well the policies were implemented is traced by looking into the educational performance of the various regions, using some education performance indicators. Data on the regional level, however, was very limited; and owing to this scarcity of research

materials, only those information on the barrio/ barangay level acquired through questionnaire and interview were utilized.

Part III is composed mainly of discussions on the barrio high schools within the second period. This is done through a presentation of the BHS system on the national level by illustrating national efforts towards the system as seen through DECS Memos, Guidelines, BPS Memos and Circulars and other available documents.

Investigation on the implications of such efforts on the system - direct or indirect - is done in Part IV by looking into the status of the schools in the regional and barrio level. As in Chapter 2, barrio high schools have been analyzed in three aspects: (1) in terms of their numerical expansion, (2) in terms of the changes made in the institutional elements, and (3) in terms of how both these have been affected by the national development thrusts presented in the previous three sections. Specifically, this section examines the revisions made in the system as national policies and thrusts have shifted, focussing particularly on the school's curriculum, the school's objectives, the school's financing system and community involvement in the school.

The chapter ends with a section on chapter summary and conclusions.

Part I: The National Development Goals: 70's to mid '80's

3.1.1 THE PHILIPPINE FOUR-YEAR DEVELOPMENT PLAN: 1972-'75

This section examines the socio-economic reforms as a background to the development of the barangay high schools during the first sub-stage in the second period of its development. This is essential in the consequential understanding of the broad education reforms of the period which in turn were influential in the marked changes in the BHS system. The focus of discussion is the first of the Socio-Economic Development Plans developed in the first few years of the decade, upon which succeeding Plans were to be drawn.

An Overview of the Period:

The Philippine economy has displayed essential properties of resiliency and stability throughout her postwar years, yet two essential problems had always stuck out during those times: balance of payment deficits and unemployment¹.

The answer to these problems resided in the strategy of export-expansion and labor -intensity particularly through a program of strengthening industry linkages². These guideposts for directing investment flows within the country were embraced as the intermediate objectives of the plan. They would constitute a complete departure - yet not a total abandonment- from the inward-looking import substitution scheme that had been adopted in the previous decades. Export promotion would contribute toward strengthening balance of payments position, raise the level of industrial economic growth, and further pay for greater investments and raw materials needs met only by imports. In the face of

the labor force, the observed unemployment, and the widely held underemployment in the economy, policy emphasis on the development of fairly labor-intensive industries was believed to become rather important. It would help create a greater degree of employment that would have otherwise ensued.

3.1.1.1 The Socio-Economic Problems of the Period:

Economic and social development was the main thrust of this period. In light of the available resources, the government had to subject the innumerable public projects to ranking schedule and areas of activity considered strategic from a developmental angle, to give them preferential funding treatment.

The Development Plan of the Period mentioned some specific areas of concern, namely: (1) cooperatives, (2) educational reform, (3) housing, (4) rural electrification, (5) food production, (6) export promotion, (7) tourism, (8) national employment program and cottage industries, (9) massive land distribution and (10) health. Because of the voluminous space that discussions of each would entail, this section covers only those areas related to the aim of this work.

3.1.1.2 The National Development Goals and Objectives:

Economic Goals: The major objective continued to be sustained material prosperity for all citizens. This assumed specific meanings which included: (1) high per capita income, (2) widespread employment, (3) more equitable wealth distribution, (4) regional imbalance, (5) internal economic stability.

Summed up, the development goals³ of the Philippines in the period were:

- 1) To achieve and maintain an accelerating rate of economic development and social growth;
- 2) To assure the maximum participation of all the people in their attainment; and
- 3) To strengthen national consciousness and promote cultural values in a changing world.

3.1.1.3 Policy Framework for Development

The policies adopted to attain the national development goals and strategies were: (1) priority to be given on Land Reform, (2) insure a reasonable availability of manpower supply, (3) promote social welfare and community development, (4) enforce educational reforms, and (5) maintain Equity on Land Distribution.

3.1.1.4 Strategies for Development

In view of financial constraints, rationing of development projects became inevitable. The numerous public projects were subjected to a ranking schedule and areas of activity considered developmental were given preferential funding treatment. Some of these priority areas will be mentioned here.

1. Land Reform:

Land reform continued to be a priority of the period because the current social unrest of the 1970's pointed to the urgency of overhauling traditional relations between landlord and tenant. The long-run goal of land reform was to transform the latter into an owner-operator. However, inasmuch as land reform is not an isolated ideal that could stand by itself, there was a need to work on transitional changes, particularly in the areas of leasehold arrangements, agricultural credit policy, and extension programs⁴.

2. Manpower Training:

To maintain a certain speed of modernization, the government needed to insure a reasonable availability of highly skilled labor and competent management, the scarcity of supply of which was very marked and prominent in those days.

3. Social Welfare and Community Development:

Community development involved waterworks, school buildings, communal irrigation, feeder roads, and multi-purpose centers. This only scaled down national infrastructure projects to the rural community level.

The export promotion drive of the period became specially relevant to this priority area as the investment focus shifted from "big-scale" to "small-scale" operations, brought about by the redirective effects of exchange rate reforms.

4. Educational Reform:

Reforms in the educational system took the forms of: at one level, there was a need to improve and increase educational facilities, textbooks, financial resources and courses, and at another level, there was a need to realign the functions and role of the educational system to facilitate the attainment of development objectives. In still another level, however, there was an expressed need to re-examine and foster new educational programs that were to be demanded by a changing economic society.

The traditional functions that the elementary, high schools, vocational and technical schools and universities had to be reviewed. It was thus essential for the government to play an active role in fostering and redefining the educational system as represented by the state-supported programs and privately-run institutions.

5. Land Distribution:

Land distribution was said to be a cousin of the land reform concept. The land distribution program included such tasks as the release

and disposition of more land to landless farmer-occupants, the resolution of property conflicts⁵.

Rural Development: An Integrated and Comprehensive Planning

Background:

As the national economy advanced, the rapid growth and movement of the country's population were accompanied by the complexity of its development requirements. Aside from the high overall rate of population expansion, at the rate of 3.2%⁶, was the continuous shift over the country as masses of people flock to the urban areas at a higher rate of 3.7% a year⁷. This movement to urban centers was said to stem from at least two factors. At one hand it was the result of the country's drive to upgrade its agricultural productivity which created a displacement of farm labor force; and on the other hand was the strong "pulling" force of national programs to accelerate industrial and tertiary economic activities - that led to the continuous growth of towns and cities - over the would-be migrants in search of better job opportunities, education and standards of living.

1. The Problems of Regional Development

With these developments came serious problems that beset urban and rural areas alike. In Metro-Manila and larger cities and towns, the demands for effective transport system, cheap land and housing and dependable utilities and services continued to escalate. At the same time, in most rural areas, income levels remained low⁸ and infrastructure services were in short supply despite the contributions of previous and other plans for rural amelioration.

While the national economy as a whole had been said to sustain a continued growth, there still existed marked differences in the social and economic conditions not only among social classes but also among geographic regions. The extent of regional disparities in the economy may be gleaned from the demographic economic trends discussed in section 3.1.4.

The figures confirm the overall economic dominance of Metropolitan Manila as shown in the annual population growth rate of 4.7%, the country's largest, indicating a rapid influx of migrants from less prosperous areas. Its income per capita is the highest in the country. Meanwhile, the Bicol area, has a population growth rate of only 2.2% due to out-migration, which reflected its poor resource base. The area's per capita income was among the lowest in the country.

2. Strategies and Policies for Regional Development

1) Improved Planning: The government's drive for increased productivity and greater equity in living conditions has to be seen against this backdrop. Faced with this situation, the government took steps to improve its planning process which provided for the integration of physical development with the economic, social, administrative and financial aspects of development into a common plan-frame for a given area. This integrated approach was pursued at the national and sub-national (regional and other parts) levels.

2) The Emergence of Administrative Decentralization for Regionalization :

In 1970 an interagency committee on administrative regional areas based at the Commission on Reorganization recommended 10 regions for purposes of regional planning. When the Integrated Reorganization Plan (IRP) was adopted into Law,⁹ these were increased into 9. The criteria involved in the regional delineation were not confined to planning

factors; they also were based on: 1) geographic balance, 2) manageability and administrative factors; ie, the viability of size for administration, 3) socioeconomic development, and 4) accessibility; ie, the extent of internal and inter regional transportation.

Regional centers were also established for every region based on the following factors: 1) degree of urbanization, 2) economic and servicing capacities, and 3) links to the convenient location along land, water and transportation routes. Their function was to serve as potential growth poles to stimulate growth in the entire area. Thus, in 1976, the regional groupings grew to 13 with the division of Region IV into Region IV (Metro Manila) and IV-A (Southern Tagalog). In 1978, however, Region IV was designated as the National Capital Region, and Region IV-A was renumbered as Region IV.

Following the IRP, the executive branch of the national government was regionalized setting forth the division of the country into 12 administrative regions (excluding the NCR). This paved the direction for national government ministries to set up regional offices or field offices as mandated by the IRP Law.¹⁰ The IRP likewise required that central agencies shall delegate substantive and administrative authorities to regional offices to ensure efficient, economic and and development-oriented implementation of national programs. Following from this, NEDA created NEDA regional offices , which is responsible for coordinating the formulation and implementation of regional development plans. Other developments on regional delineation in the succeeding years are to be presented in the following chapter.

The policy framework that was to serve as the basis for development, identified in the Development Plans during the second period under study reveal three primary areas of concern. (1) from a

maintenance of the availability of manpower supply - during the first years of the period - to its high utilization in the latter part, (2) a vigorous pursuit of the agrarian reform from the start to the end of the period, (3) a consistent pursuit of the social welfare policies.

3.1.2 THE FIVE-YEAR PHILIPPINE DEVELOPMENT PLAN: 1978-82

This section presents the major national developmental goals and policies of the 1980's and their concomitant bearing on the educational goals, policies and development of the period. The purpose is to present the broad background in the understanding of the historical development of barangay high schools in the second stage of their growth discussed in Part IV. The Five-Year Development Plan 1978 - 82 embodies the concerted national attack on the problems of mass poverty, unemployment and underemployment. It was prepared as a component of a longer term plan, that of the Ten-Year Plan of 1978 - 87.

An Overview of the Period:

The mid-70's were momentous years, internationally and domestically. Internationally, those years were marked by severe economic strain, initially by record high inflation, and then by a deepening recession. Recovery in the latter years was judged as rather weak and erratic. Domestically, the years saw a shift towards the multidirectional foreign policy.¹¹

The Four-Year Plan implementation period was marked by an effective social programs in education, health, family planning and nutrition. The economy displayed a remarked capability to maintain growth momentum despite world economic disturbances¹². The most pervasive counterinfluence during the Four-Year Plan implementation period was the oil crisis. The quadrupling of oil prices inflated the import bill and strained the country's capacity to import. Higher prices and taxes on oil products were effected to dampen unessential demand for oil.

The government steadily pursued a development-oriented policy with economic and social development constituting about 2/3 of the

national budget¹³. Infrastructure projects involving transport, power, irrigation, school buildings and hospitals were heavily emphasized and supported.

Social development efforts were focussed on the overall uplift of the quality of life of its citizens, through the provision of social services and facilities to shape a responsive educational system, more employment opportunities, and the like.

Alongside developments in the economy, reforms were instituted in the government machinery to make it more dynamically responsive to changing circumstances. The implementation of the Integrated Reorganization Plan (IRP) was virtually completed. Government administration and operations were slowly being physically decentralized. The set-up of local government administration was enhanced with the reconstituting of the barangays and the creation of the Regional Development Councils (RDC).¹⁴

3.1.2.1 The Socio-Economic Problems of the Period¹⁵:

Despite the achievements in economic, social and political spheres discussed above, the economy continued to pose urgent problems. Some of them will be mentioned here.

1. Inadequacy of basic needs. The increase in the real per capita GNP of more than three percent per year within 1974-1977 had not alleviated the condition of rural and urban poor who comprise more than half of the total population. A large segment continued to want in the basic needs like food, shelter, clothing, and minimum education, indicating an uneven distribution of resources.

2. Income Inequality. In spite of the marked growth in the country's economy, the purchasing power of most Filipinos was very limited,

indicating the personal and geographical maldistribution of income and wealth in the country.

3. Unemployment and Underemployment. The unemployment rate for the whole country was 5.2% of the labor force, negated by a large underemployment rate of 10.7% of the total employed.

4. Heavy pressure of rapid population growth. The bulk of the population increase was expected to be in the urban areas. The cost of absorbing the addition to the country's population was consequently large.

5. Regional Growth Disparities. In terms of growth, employment and provision of basic services to their growing population, a number of regions lag behind the more developed ones. The rapid migration of population to a few urban areas of more developed regions resulted in serious employment, housing and health and other congestion problems.

3.1.2.2 National Development Goals and Objectives:

Development efforts were directed principally towards the solution of the problems above. Accordingly, development activities were to be guided by a number of objectives which served as guideposts for the policies, programs and projects during the Plan Period. The country's developmental goals¹⁶ were:

1. Promotion of social development and social justice
2. Attainment of self-sufficiency in food and greater self-reliance in energy
3. Attainment of a high and sustained economic growth
4. Improvement in domestic resource mobilization and balance of payments position
5. Increased development of the lagging regions especially in rural areas

6. Improvement of living conditions

7. Maintenance of internal security and harmonious, international relations.

3.1.2.3 Policy Framework for Development:

In pursuit of the above objectives and strategies, the following policies¹⁷ were to be observed:

- 1) Public and Private Enterprise Economy: The complementary role of both the public and private sectors will be reinforced.
- 2) Population Policy: The state will maintain population growth levels most conducive to national welfare.
- 3) Employment Policy: Economic activities which would directly or indirectly promote the higher utilization of manpower were to be encouraged to minimize unemployment and underemployment. To enhance labor absorption particularly in the non-farm activities, the development of manpower skills were to be aligned with the requirements of growth.
- 4) Agrarian Reform Policy: Agrarian reform was to be vigorously pursued as a concrete measure towards wealth redistribution.
- 5) Social Welfare Policy: The state was to pursue an integrated social development to promote the total human development. The national social welfare policy would cover the areas of land reform, health, nutrition, housing, education and manpower, youth and sports, and the like.

3.1.2.4 Strategies for Development

The strategy for development was two-pronged¹⁸: 1) attainment of a dynamic and balanced economy through increased agricultural and industrial production, trade diversification, transformation of the energy

structure, application of science and technology and management of natural resources and environment; and 2) more equitable access to social development opportunities and fuller utilization of human resources in nation-building.

We shall briefly discuss some of the items that may be relevant for the purpose of the present study.

1. Balanced Growth Strategy:

Hand in hand with better income distribution and opportunities was increased production through industrial development that was pursued to complement agricultural development. Support to rural and regional production was not limited to agricultural production, but included tenurial improvement, institution building and industrial dispersal¹⁹.

2. Agricultural Development:

To attain self-sufficiency in food and to raise farm incomes, concerted efforts were directed towards rural development in general. Thus, the agrarian reform was to be directed towards increasing the productivity and income of agrarian reform beneficiaries²⁰.

3. Industrial development:

The industrial sector was to be rationalized toward greater export competitiveness and greater linkages with the countryside. The thrust was expected to shift gradually towards second-stage import substitution or the domestic production of presently imported immediate goods²¹.

4. Human Resource Development:

The country's population was to serve as important resource with a great productive potential. To promote the physical aspect of human resource development, health, nutrition and housing services especially for the low-income population was to be expanded. Meanwhile the education system was to be reoriented to make it more relevant to the country's development requirements. Likewise, the system was to be

restructured to inculcate a change in the people's attitude and values. Educational and training opportunities were to be democratized to allow more people to participate productively in the development process. standards in education and manpower development were to be upgraded.

Major Development Programs

Some selected government projects and programs that had been categorized according to their predominant developmental goal orientation will be mentioned here. The details of each program include: (1) Countryside and Rural Development, (2) Agricultural Production and Marketing, (3) Human Resource Development, (4) Social Infrastructure, (5) Industrial Development, (6) Utilities and Other Public Works, (7) Natural Resource and Environment, (8) Metro Manila Development. The main concern in this study involves regional development, thus only the area of Countryside and Rural Development will be discussed below.

The Countryside and Rural Development

Nationwide Agrarian Reform Program including compact farming and resettlement schemes were to be developed, and projects specifically directed to the identified underdeveloped areas were to be established, alongside some small and medium-scale industrial projects.

Regional Development Framework²²

1. Objectives of Regional Development

The basic objective of the period thrust in the development of the regions was to effect equity of opportunity for each region to exploit its full potential with respect to its demographic, economic, social, political and environmental resources. The intent was to make the development of the depressed and lagging regions grow at rates faster than the relatively more developed areas in order to lessen regional inequalities without

unduly hindering the growth of the latter. The approach focussed on the integration and coordination of development activities into one massive undertaking to achieve the desired end of socio-economic progress for backward areas. This was to be complemented by an effective development communication network which was anticipated to strengthen and mobilize participation in planning and projects execution at the regional and local levels.

2. The Problems of Regional Development²³:

A multitude of problems were foreseen to confront the regions in the coming years; some of these include: (1) rapid population growth and urbanization, (2) more productive job opportunities, (3) low income and regional income inequality, (4) insufficiency in food and basic commodities.

3. The Strategies for Regional Development²⁴:

The commitment to rural development emanated from four main concerns: (1) alleviation of poverty in the rural areas where the bulk of the poor people are found, (2) creation of employment opportunities in rural areas to prevent excessive rural-urban migration, (3) ensuring minimum food supplies to cover basic requirements of rural people, (4) production of export products and import-substituting goods to increase the flow of foreign exchanges in the rural areas.

On the whole, regional development strategies were directed as: (1) Rural-Urban Development Strategies which consisted of Integrated Area development and Development of Growth Centers and Urban, and (2) Specific Regional Development Strategies. The Integrated Area Development Strategies were to include the provision of job opportunities, raising productivities especially of small and marginal farmers, and at the same time place emphasis on providing depressed and lagging areas with a package of basic infrastructure inputs such as

barangay or feeder roads, ports, village water supply, power and village health centers. The Integrated Rural Development Plan sought to maximize the use of resources through the effective provision and coordination of complementary inputs of implementing agencies to some income-generating activities in the rural areas. In all the regions particularly in the Muslim provinces, the strategy would focus on the promotion of human resource development especially in health, population control, education and manpower and manpower training for rural mobilization²⁵.

Specific regional development strategies were conceived but will not be presented here for lack of space. Only those strategies that relate to Region IV development will be discussed later.

3.1.3 THE FIVE-YEAR PHILIPPINE DEVELOPMENT PLAN:

1983 -'87

This section presents the national development goals and policies in the last years of the decade, when world disturbances exerted strong impact on the Philippine economy. In so doing, the task of understanding the social forces and the background of the development of the BHS system in the last years of the second period is inevitable.

The focus of discussion in this stage is the Five-Year Development Plan 1983 - 87 which set basic and fundamental strategies that were foreseen as responses within a broad range of world scenario, at the same time, as responds to domestic needs of meeting development goals.

An Overview of the Period:

Greater efficiency and marked transformations were envisioned to be realized in the final decades, called the most critical period in the quarter-century of economic, social and demographic revolution. In the previous five years, emphasis were planned for rural development, with agrarian reform as the cornerstone program, and on labor intensification and industry.

An assessment of the previous plan revealed that Philippine economy posted again in economic development, equity and social development. An annual real growth rate of 5.5% was attained in 1978-81, and an increase in per capita income. Sustained economic activities pushed the growth national product; and outlays were directed to key economic growth areas resulting in the following: (a) accelerated export growth, (b) reduced dependence on imported oil, (c) sustained increase in agricultural output, (d) expanded infrastructure support, (e) sustained

industrial growth and moderation of internal inflation at manageable levels²⁶.

The social concerns were advanced with:²⁷ (a) successful implementation of agrarian reform, (b) progress in attaining regional equity, (c) expansion in employment opportunities, improved access to education and training opportunities at all levels in both formal and nonformal systems, (d) wider provision of social services to enhance the capacity for self-reliance especially of disadvantaged individuals, families, and communities.

3.1.3.1 The Socio-Economic Problems of the Period

While the performance in the previous plan period was satisfactory, the country's economy had to grapple with remaining problems of the years to come, some of which were the following:

- 1) Unemployment and Underemployment: There was a need to expand productive employment and better income-generating opportunities, to bring down the underemployment rate of 15 to 20% of the entire work force.
- 2) Low agricultural and Industrial Productivity: To feed the growing population, agricultural yield had to be maximized, and offset the conversion of agricultural lands to other uses. Industrial productivity had still be improved.
- 3) Rural and Regional Growth Disparities: Additional efforts were needed to redress inequities among and within regions, with special attention in the depressed areas such as the upland and nonirrigated areas. Special areas had to be designed to reach even areas with security problems.
- 4) High Dependence on Imported Oil: Efforts to reduce dependence on oil import were still unsuccessful due to the importance of energy to the country's development effort.

5) Inadequate Infrastructure Development: The development of more infrastructure, particularly of small-scale irrigation systems and farm-to-market roads, etc were badly needed. It was hoped that with the necessary infrastructures, private activity in the rural areas would be enhanced.

6) Population Growth: Although there was an expected decline in the country's population because of changes in family styles arising from industrialization and urbanization, population would nevertheless continue to increase.

3.1.3.2 The National Development Goals and Objectives

National efforts for development were for the attainment of the following objectives:

- 1) to provide greater opportunities for employment and greater income-generating activities to reduce underemployment problem,
- 2) to increase and improve agricultural as well as industrial productivity,
- 3) to redress regional equalities among and within regions, and
- 4) to meet the demands of population increase.

3.1.3.3 Policy Framework for Development:

Major and necessary directions were to be built on the gains that had been made in the previous years, with policies and strategies adopted towards achieving the development goals of the period. The most essential of these included the following:

1. Balanced Growth among Sectors and the Regions
2. Food Self-Sufficiency and Development of Natural Resources
3. Industrial Restructuring and Export Development
4. Greater Self-Reliance in Energy and Infra-structure Support

3.1.3.4 Strategies²⁸ for Development

1. The national economy would be developed through symbiotic activities in agriculture, industry and services. Likewise, greater efficiency of investments, resource use, and higher productivity were to be promoted.

2. Full exploitation of agricultural potentials were to be undertaken so that self-sufficiency in rice, fish, poultry, pork and vegetables would be sustained. The development and efficient management of natural resources would be made responsive to priority development programs of food, energy and industry. Likewise, a conducive climate for the efficient and equitable sharing of resources was to be promoted through the acceleration of income-generating programs.

3. Promotion of small and labor-intensive industries was to be highlighted side by side with the implementation of major and viable industrial projects.

4. The energy program was to be given a priority concern; infrastructure support would be geared towards the provision of power, electrification, irrigation, transport and infrastructure projects to achieve the most direct impact on livelihood.

Regional Development²⁹ Framework

The basic thrust of regional development was to rectify the imbalance among and within regions as manifested by the disparities in income and welfare and access to economic and social opportunities.

1. The Problems of Regional Development

Regional concerns of the period focused on the following: (1) the need for livelihood, (2) rapid population growth and unbalanced urbanization, (3) poverty and regional income inequality, (4) greater demand for food and basic amenities. Each of these will be discussed briefly here.

The development of income and employment opportunities was particularly crucial for the least developed areas and low-income groups in the country. This need for more livelihood opportunities became more pronounced because of the yearly growth of the labor force.

The spatial distribution of population compounded the problem of population growth rate. The unbalanced urbanization must be corrected by developing intermediate-sized cities in order to ease the pressures on metropolitan areas and larger cities.

In spite of the growth performance of some of the least developed regions, the differences in income and development among the regions was still alarming. In addition to interregional disparities, the problems of distribution of income was present within all regions.

A combination of fast population and income growth meant a rapid increase in the demand for food. With the decreasing agricultural land frontiers in most regions, there was a problems of how to develop plans for additional crop productivity to meet the nutritional requirements of each region.

2. The Objectives of Regional Development

The fundamental objective of regional development was to effect equity of opportunity for each region to exploit its indigenous resources for productive development. These objectives were described to be closely patterned after and were supportive of major national goals of sustained economic growth, equitable distribution of the benefits and total human development.

3. The Development Strategies

1. The KKK was a national livelihood movement designed both to generate income and to reduce regional development disparities by establishing livelihood projects to be owned and managed by the community residents themselves. To attain this objective, the strategy to be adopted was to harness resources of national and local government, as well as those civic and private organizations, to provide timely and adequate assistance in promoting more productive employment.

2. The Integrated Area Development Strategy was also to be adopted. It seeks to maximize the use of scarce resources through effective provision and coordination of complementary inputs of implementing agencies to income-generating activities in the rural areas, and creating favorable conditions for marketing goods and services.

3. To facilitate diffusion of growth from income and employment opportunities in identified growth centers, a national hierarchy of human settlements was to be developed. A center would be developed on small and medium-sized cities. This was expected to relieve congestion in highly populous areas such as Metro-Manila.

4. Specific Regional Development Strategies: National development strategies were planned according to the needs and resources of each region. Those of Region IV will be described in Section 3.1.4.2.

3.1.4 IMPLICATIONS OF DEVLPT. GOALS AND POLICY IMPLEMENTATION ON THE REGIONAL LEVEL

3.1.4.1 The 13 Regions: Various Socio-Economic Indicators: 1970's to mid 80's

This section presents an overall social and economic background of the regions of the country during the years that coincided with the second stage of BHS growth. There is no attempt to exhaust discussions on the detailed influences of the socio-economic aims, policies and strategies presented in the previous section. Voluminous discussions have been done on this aspect in various Journals and Magazines on Economics and other government publications. The main aim here is to lay the scenario where the barangay high schools grew and which will be discussed in Part IV of this chapter.

Table 3.1 indicates that from 1970, the total national population grew at a rate of 18% until 1975, and 11% until 1980, and at a rate of 12% from the first to the mid 80's. In 1980, NCR ranked as the most populated region from 1975, and Region 2 as the least populated. Densitywise, NCR had the highest density, while Region 2 was the least dense region. Region 4 was only the 9th with the least density. These gave the Philippines an average density rate of 86/sq. m. by mid 80's.

The same table also reflects that by 1985, NCR still ranked as the most populated area with Region 7 and Region 3 as the second and third, respectively. Because of its huge land area, however, Region 4 registered only as the 5th region with least density. NCR ranked as the most dense area because of its small land area. Meanwhile, Region 2 was the least populated region, and because of its vast land area, it was the least in terms of density.

Table 3.1 Population & Density '75-'85

Region	1975		1980		1985	
	Population	Density	Population	Density	Population	Density R.
NCR	4,970	7.81	5,926	9.32	6,942	10.92
1	3,269	0.15	3,541	0.16	3,902	0.18
2	3,269	0.05	2,216	0.06	2,521	0.07
3	4,211	0.23	4,803	0.26	5,458	0.30
4	5,064	0.11	6,119	0.13	7,089	0.15
5	3,194	0.18	3,477	0.20	3,921	0.22
6	4,146	0.21	4,526	0.22	5,092	0.25
7	3,387	0.23	3,788	0.25	4,195	0.28
8	2,600	0.12	2,800	0.13	3,037	0.14
9	2,048	0.11	2,529	0.14	2,863	0.15
10	2,314	0.08	2,759	0.10	3,178	0.11
11	2,715	0.09	3,347	0.11	3,178	0.12
12	2,070	0.09	2,271	0.10	2,598	0.11
TOTAL	43,257	0.73	48,102	0.86	53,974	1.00

in thousands

in thousands

in thousands

Source: Phil. Statistical Yearbook, 1988

In terms of literacy, Table 3.2 reveals that Region 4 registered the highest literacy rate in 1975, with Regions 6 and 2 as the second and third, respectively. Regions 10 and 12 had the lowest rate of literacy. Data for the NCR could not be obtained. Although literacy rate in the NCR decreased from 1980 - 1985, it recorded the highest overall literacy rate compared to other regions. Region 4 came up only as second, next is Region 3, which ranked as second. Regions 10 and 12 still had the lowest literacy rate in 1980, but in 1985, Region 9 and 12 were the lowest.

Table 3.2 Literacy Rate '75-'85

Region	*1975	**1980	1985
NCR		97.2	96.6
1	75.4	84.7	85.8
2	77.3	79.4	79.3
3	72.2	85.8	85.8
4	91.0	88.7	88.5
5	77.2	85.1	83.6
6	77.6	81.8	81.2
7	72.9	76.3	76.1
8	67.4	79.2	76.5
9	68.6	65.7	65.0
10	60.0	64.7	83.7
11	76.6	81.1	80.1
12	53.9	64.1	65.6
TOTAL	72.5	79.5	80.6

* Refers to population 15 yrs. old and over.

**1980, 1985 data from Compendium of Phil. Statistics, 1985.

Source: A Pocketbook of Phil. Statistics, 1980.

Tables 3.3.1 and 3.3.2 - which appear in the next page - indicate the number of families per region and their income distribution according to income class.

The data for 1975 reflected in Table 3.3.1 shows that Region 4 had the largest number of families, with the NCR as second. The lowest number of families were registered in Regions 12 and 9. The table also shows a fairly even distribution of family income among regions and the income class is fairly spread within the income class brackets.

Ten years later, a similar trend is observable in the distribution of family income in 1985. The number of families receiving the lowest income according to the income bracket decreased. On the other hand, those families within the highest income class range increased fairly. On the whole, the number of families falling within the middle class showed a marked increase. This is reflected in Table 3.3.2 in the following page.

Table 3.3.1 No. and Family Distribution by Income Class
1975

Region	Phil.	NCR	1	2	3	4	5	6	7	8	9	10	11	12
Less than P1,000	13.8	4.7	15.5	14.1	12.2	13.1	21.6	8.9	19.1	19.1	17.5	17.9	13.1	11.1
1,000-1,999	15.1	5.6	17.8	16.1	13.3	15.5	19.9	15.1	19.2	16.5	16.5	17.3	14.7	13.3
2,000-3,999	27.3	26.2	28.2	26.7	28.2	27.8	25.9	32.2	26.8	25.3	25.5	26.5	26.8	25.3
4,000-5,999	15.4	16.8	14.6	16.2	16.6	16.0	12.2	17.5	13.2	14.7	14.6	14.0	15.7	16.1
6,000-7,999	9.1	12.3	8.4	9.4	10.5	9.3	6.4	9.3	7.3	8.1	8.1	7.9	9.5	10.4
8,000-9,999	5.7	8.2	5.0	5.6	6.3	5.7	4.2	5.5	4.3	5.3	5.2	5.1	5.9	6.8
10,000-14,999	6.8	11.5	5.7	6.5	7.3	6.6	4.7	5.9	5.0	5.7	6.1	5.4	7.0	9.1
15,000-19,999	2.7	5.3	2.1	2.1	2.5	2.6	1.9	2.2	2.0	2.1	2.4	2.3	2.9	3.8
20,000-29,999	2.0	4.6	1.5	1.3	1.6	1.8	1.4	1.6	1.4	1.5	2.1	1.8	2.1	2.4
30,000-39,999	0.8	1.8	0.4	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.8	0.7
40,000-49,999	0.4	0.8	0.3	0.7	0.3	0.3	0.4	0.3	0.3	0.3	0.4	0.4	0.5	0.3
50,000 and over	1.0	2.2	0.6	0.7	0.7	0.8	0.8	0.9	0.8	0.7	1.0	0.9	1.0	0.7
No. of Families	6,858	770	558	329	662	888	518	679	595	441	314	370	433	301

In thousands

Table 3.3.2 No. and Family Distribution by Income Class
1985

Region	Phil.	NCR	1	2	3	4	5	6	7	8	9	10	11	12
Less than P6,000	3.8	0.1	1.7	1.5	1.2	2.8	6.0	5.3	11.7	9.7	2.9	6.8	1.4	2.2
6,000-9,999	11.3	1.3	6.5	11.2	4.4	9.9	17.1	15.9	21.2	22.3	14.9	14.4	9.7	13.7
10,000-14,999	18.1	3.9	15.4	19.7	9.5	16.9	28.0	25.7	22.9	28.5	25.1	18.5	19.7	21.2
15,000-19,999	15.6	8.0	20.4	16.9	15.7	16.3	17.6	18.0	14.6	14.5	18.1	16.4	17.6	16.0
20,000-29,999	19.7	19.6	24.8	24.0	21.8	21.6	17.1	16.9	12.8	13.1	18.5	18.6	23.2	23.8
30,000-39,999	11.0	17.4	10.9	11.3	16.5	11.5	7.1	6.6	7.0	4.6	8.2	9.4	13.4	10.4
40,000-59,999	10.6	21.5	11.4	8.9	16.0	11.7	3.7	5.6	5.0	4.8	7.4	9.8	9.3	8.2
60,000-99,999	6.4	17.0	5.8	3.9	9.5	6.9	2.1	3.3	3.1	1.6	3.8	4.3	3.9	3.7
100,000 and over	3.5	11.1	3.1	2.6	5.4	2.4	1.3	2.6	1.6	0.9	1.2	1.8	1.9	0.9
No. of Families	9,567	1,249	698	451	948	1,273	634	865	771	547	485	537	691	418

In thousands

Family distribution by income class for the year 1975 is summarized in Fig. 3.1 below.

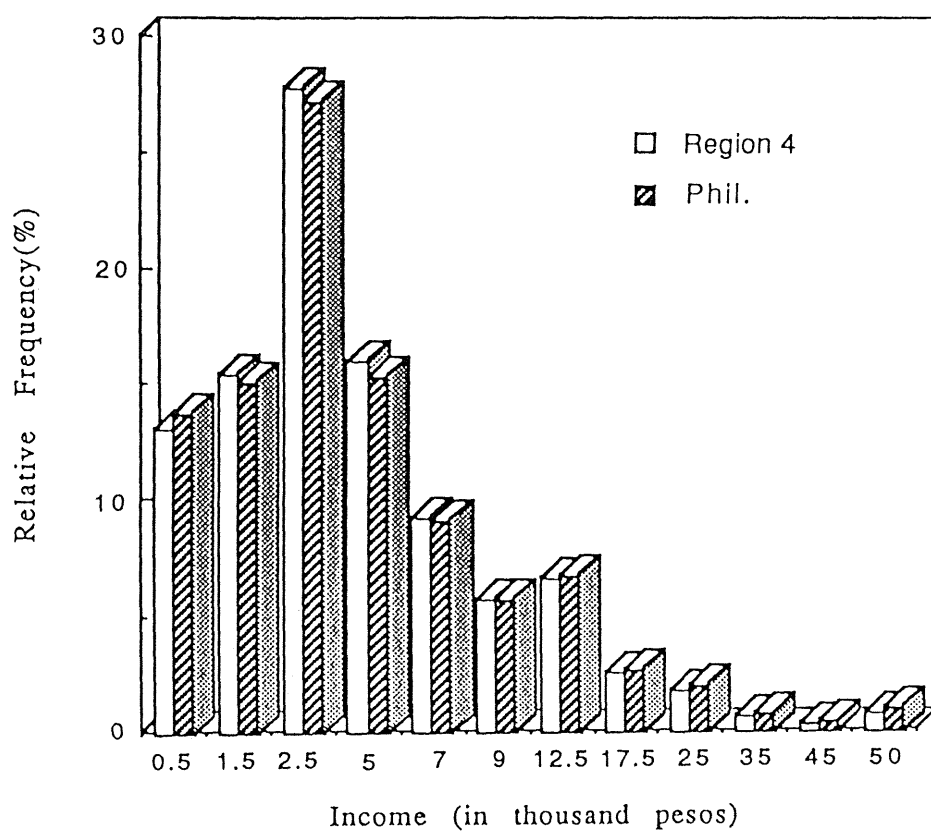


Fig. 3.1 Family Distribution By Income Class '75

Fig. 3.2 summarizes the distribution of families by income class for the year 1985.

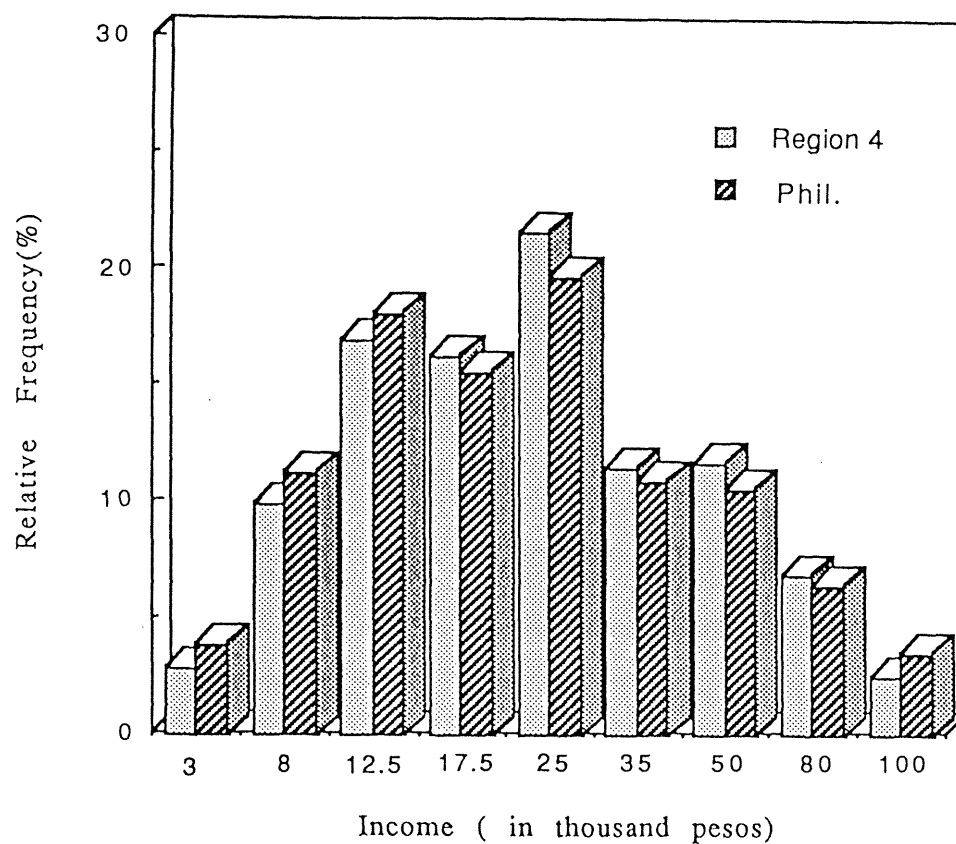


Fig. 3.2 Family Distribution By Income Class '85

As per regional income, the 1975 record is highest in Region 4 but the region's per capita income for the year came second only to that of Region 6 - who in spite of its comparatively higher density - followed that of Region 11. Regions 2 and 12 recorded the two lowest regional income while the lowest per capita income is seen in Regions 2 and 5. This is reflected in Table 3.4.

In 1980, the regional income of Region 4 was far much higher than any region -excluding data for NCR- followed by Region 3. Meanwhile, Region 12 had the lowest regional income, followed by Region 2. In terms of per capita income, Region 3 recorded the highest per capita income partially due to its comparatively low density. Region 8 had the lowest regional income, inspite of its low density. This is likewise shown in Table 3.4.

The same table indicates a very similar pattern in regional income and per capita income distribution observable in the year 1985. Region 4 still was the highest in terms of regional income and per capita income. The previously lagging regions were still behind in terms of regional income and per capita income. This is likewise indicated in Table 3.4 in the following page.

Table 3.4 Regional Income & per Capita Income '75-'85

Region	1975		1980		1985	
	Regional Income	per capita	Regional Income	per capita	Regional Income	per capita
NCR						
1	31,110,120	9.5	40,179,760	11.3	240,900,000	34.7
2	19,793,610	6.1	24,046,805	10.9	51,200,000	13.1
3	42,703,000	10.1	65,501,500	13.6	28,300,000	11.2
4	56,065,970	11.1	79,582,985	13.0	88,300,000	16.2
5	27,345,190	8.6	30,972,595	8.9	103,100,000	14.5
6	46,000,670	11.1	55,500,335	12.3	34,600,000	8.8
7	33,730,910	10.0	44,565,455	11.8	65,000,000	12.8
8	24,154,430	9.3	28,177,215	10.1	55,400,000	13.2
9	20,007,190	9.8	25,803,595	10.2	32,200,000	10.6
10	22,034,810	9.5	34,067,405	12.3	31,600,000	11.0
11	30,876,940	11.4	45,738,470	13.7	46,100,000	14.5
12	19,685,470	9.5	23,692,735	10.4	60,600,000	19.1
TOTAL	322,945,900	7.5	593,922,950	12.3	27,700,000	10.7
	pesos		pesos		pesos	

Source: Bureau of Budget and Management

The gross regional domestic product (GRDP) of a particular region is an index of the regional economy, in terms of the share from (1) agricultural and natural resources sector, (2) industry sector, (3) service sector. Regional aggregate economic performance is gauged by (1) expansion of gross regional domestic product, (2) expansion of GRDP per capita output - which in turn depends on the increase in population, and (3) changing structure in the economy. When the regional economy is expected to grow, it means that the GRDP level will increase.

The available data on GRDP indicated in Table 3.5 reveals the following:

In 1973, NCR had the highest GRDP that reached 18,989MP. That of Region 4 was the second highest, but was only almost 30% of that of NCR. The lowest GRDP was recorded in Region 2, with Region 9 as the second lowest.

In 1977, growth rate was highest in Region 4 with the NCR as the second. The lagging areas such as the Cagayan Valley, Region 2, registered a negative GRDP growth rate, while the Bicol Region, Region 5, and those in the Visayas and Mindanao showed a slow growth rate.

By 1980, the relatively more developed regions showed the highest GRDP and the highest GRDP growth rate. Region 4 registered a growth rate of 8.9% while Regions 1 and 9 showed an almost similar growth rate. There was no appreciable growth of GRDP in Region 12 which still had the lowest. Low GRDP rate was likewise observable in the underdeveloped regions.

There was a general decrease in the GRDP of all the regions in 1985. The NCR showed a growth rate of -9, while in Region 4, GRDP growth rate was as low -4.9. On the other hand, GRDP growth rate was relatively favorable for the less developed regions as Region 1 and Region 8.

Table 3.5 GRDP (at constant 1972 prices) :73-85

Region	*1973		1977		**1980		1983		1985	
	GRDP	Growth Rate	GRDP	Growth Rate	GRDP	Growth Rate	GRDP	Growth Rate	GRDP	Growth Rate
NCR	18,989		25,391	5.8	29,320		31,494	-0.4	25,570	-9.0
1	3,036		3,527	3.7	3,500	8.2	4,052	1.7	4,006	2.1
2	1,688		1,871	-0.2	2,606	5.4	2,594	-2.8	2,372	0.0
3	4,660		6,501	5.0	7,644	6.1	8,469	-1.6	7,665	-1.8
4	6,799		8,597	8.4	12,799	8.9	13,591	0.6	12,916	-4.9
5	2,486		2,974	4.5	3,143	5.7	3,336	3.9	3,117	-0.8
6	6,579		7,507	3.7	7,564	4.2	7,972	-3.0	6,581	-6.5
7	3,942		4,917	5.5	6,823	8.8	7,034	0.9	6,280	-6.9
8	2,018		2,322	3.5	2,237	5.2	2,336	0.0	2,271	4.7
9	1,768		2,431	7.9	3,068	8.1	3,405	0.7	3,259	0.3
10	2,759		3,240	4.0	4,452	6.5	4,611	-3.6	4,819	0.1
11	4,453		5,624	5.8	5,863	3.4	6,424	4.1	6,418	1.2
12	1,866		2,170	3.8	3,549	2.2	3,604	1.5	3,511	-2.6
Total	61,043		77,072	4.7	92,568	20.1	98,922	6.9	89,885	-9.1

GRDP in million pesos

Source: *from 1970's, Phil. Statistical Yearbook, 1980

**from 1980's, Phil. Statistical Yearbook, 1988.

Table 3.6 indicates the regional per capita GRDP as a by-product of the GRD increase. It shows that in 1973, MM had the highest per capita output.; next was Region 11, Southern Mindanao. Meanwhile, Region 4 was only the fourth, next to Western Visayas, which was third. Bicol and Region 8 had the lowest per capita regional output which was 9% of the national average.

The same trend is observable in the per capita output of the regions in 1977. MM had the highest, with Western Visayas as the second highest. Region 4 ranked only fourth, next to Southern Mindanao which is third.

In 1980, highest per capita output was found in the National Capital region, with Region 4 able to catch up, and come as second. Lowest per capita regional productivity was recorded in Region 8, Eastern Visayas. Growth rate in per capita output was highest in the National Capital Region and lowest in Region 8.

In 1985, the highest per capita output was likewise recorded in the NCR, with Region 4 as second. Meanwhile, productivity in Region 8 was still lagging behind -being the lowest- with Region 5 as the next lowest. These are summed up in Table 3.6.

Table 3.6 Per Capita Regional Output '73-'85

REGIONS	1973	1977	1980	1983	1985
NCR	3,988	4,474	5,033	5,360	3,893
1	961	1,068	940	993	989
2	934	1,072	1,082	1,071	980
3	1,129	1,379	1,558	1,637	1,465
4	1,507	1,694	2,103	2,144	1,820
5	800	906	930	1,035	782
6	1,712	1,933	1,613	1,682	1,422
7	1,229	1,405	1,780	1,869	1,509
8	818	935	826	808	717
9	852	1,014	1,274	1,377	1,130
10	1,238	1,275	1,536	1,659	1,368
11	1,750	1,769	1,870	1,908	1,605
12	874	905	1,343	1,411	1,394
TOTAL	1,525	1,733	1,918	2,026	1,655

IN PESOS

Source: Phil. Statistical Yearbook, 1988

Poverty had been identified as one of the most persistent problems in Philippine economy. In 1985, regional poverty incidence ranged from 43.9% in the NCR to a high 73.2% in Region 5. Nine of the country's thirteen regions had poverty incidences higher than the national average. The Visayas area, covering three regions had a generally higher proportion of poor families in the country. Region 4, however, had one of the lowest incidence of poverty, 55.2%. These are indicated in Table 3.7 below.

Table 3.7 Poverty Threshold & Poverty Incidence '85-'88

Region	1985 *Total Poverty Threshold	**Poverty Incidence (%)	1988 Total Poverty Threshold	Poverty Incidence(%)	1988/1985 PT (% growth)	1988/1985 PI (% differ.)
NCR	3,282	43.9	4,037	31.8	23.1	12.1
1	2,389	52.8	2,597	48.6	8.7	4.2
2	2,201	56.3	2,576	48.6	17	7.7
3	2,552	43.5	2,881	39.6	12.9	3.9
4	2,471	55.2	2,832	49.3	14.6	5.9
5	2,143	73.5	2,443	65.3	14	8.2
6	2,453	73.4	2,654	61.8	8.2	11.6
7	1,987	69.9	2,173	54.6	9.4	15.3
8	2,015	70.2	2,263	60.5	12.3	9.7
9	2,119	63	2,289	52	8	11
10	2,249	65.6	2,439	51.5	8.4	14.1
11	2,389	60.2	2,763	52.2	15.7	8
12	2,212	63.6	2,468	47.1	11.6	16.5
Phil.	2,381	59	2,709	49.5	13.6	9.5

*The monthly income required to satisfy 100% of the nutritional requirements and needs of a family of 6.

**Out of the total number of families, the proportion of families that fall below the poverty line in 1985.

Source: Phil. Development Report, 1988: '85 and '88 Total Poverty Threshold and Poverty Incidence

3.1.4.2. Region 4: The Socio-Economic Status in the 1970's to mid 80's

REGION FOUR IN THE '70'S

Large intra-regional disparity in the level of development was reported to be existing within Region IV. Because of their proximity to Manila, the provinces of the region in the island of Luzon have more in terms of physical infrastructure, social service facilities and other external economies³⁰. Meanwhile, the island provinces of the region were found not to be much different from the backward and lagging regions of the country. The strategy for the regional development was two-pronged: one addressed to the island provinces, called the resource subregion, and the other, to the contiguous provinces called the growth corridor areas.

Development of the sub-region focussed on the harnessing of unexploited resources and establishment of sea and air linkages with mainland Luzon. Its economic growth would have to depend on full development of its agricultural potentials and the exploitation of its natural resources. In the growth corridor sub-region, the strategy was to steer development towards potential growth centers as a complement to efforts to decongest Metro-Manila. This would call for a priority to be given to the construction and improvement of high capacity highways and railways between Manila and the growth cities in Batangas and Quezon and the improvement and construction of port facilities.

To increase agricultural production which was to accomplish the goal of self-sufficiency in food crops, livestock, poultry, etc, irrigations projects were to be set up.

With the growing economic activities of the region, a minimum level of social services would be provided. Because of the expected intensification of industrial development, education was expected to play a vital role. Aside from the goal of universal elementary education, skills

and manpower development and special education were programmed for the population.

REGION 4 IN THE EARLY '80'S

In the first half of the decade, the Southern Tagalog Region was to pursue its twin objective of developing growth corridors and enhancing the development in the resource subregions. To optimize the use of the region's resource potentials, the necessary infrastructure support and other investment incentives were necessary to encourage investors in the area.

The agriculture was to diversify, increase and improve production of major food commodities to meet the region's needs. At the same time, it will continue to provide raw materials for industries within and outside the region.³¹

Rural Industries which use indigenous raw materials and generate employment were to be modernized and expanded. In line with the energy development thrusts of the country, the region's geothermal potential would be harnessed.³²

Meanwhile the social services sector would concentrate on providing an effective and efficient delivery of necessary support services and facilities, especially to the most disadvantaged areas in the isolated island provinces. Manpower resources would be developed through vocational and technical training.

Part II: THE NATIONAL EDUCATIONAL DEVELOPMENT THRUSTS

Background:

The constitutional commitment to universal literacy under the pressure of a rapidly growing population has necessitated the absorption of a very large portion of the national budget for education at the elementary level. Secondary and collegiate education has been left mainly to private institutions.

The responsibility for the three levels of education was said to be divided: the national government for elementary education, the provincial government and the private sector for the secondary level, and private schools for the collegiate level.

The rapidly growing demand for education at all levels had been experienced without any direction from a planning body. Private institutions responded to this demand almost freely³³, providing secondary and tertiary education to a great number of school age population, since they operated on the concept of profit-oriented.

Meanwhile, the absorption of the demand for higher education in private institutions had relieved the government of the great pressure to provide education in the state-supported institutions.

The unplanned growth in education output resulted in a surfeit of those days with college education especially in fields that were relatively less costly and easy to obtain. In the field of education, the lack of planning resulted in the neglect of the less accepted or known areas of education such as vocational education.

There was an expressed fear that the rapid growth in enrollment had resulted in the decline of quality of education³⁴.

3.2.1 THE EDUCATIONAL SCENCE IN THE EARLY 70'S

The Problems and Needs of Philippine Education

The major challenge in Philippine education was how to direct the strong demand for education to the areas that could fill the manpower requirement of industry of the period, while at the same time meeting the constitutional commitment to universal literacy. There was likewise a great need for policy decisions and planning mechanism to optimize development impact of the large non-governmental investment of resources in the private sector of higher education.

The problems of Philippine education may be summarized as follows:

- 1). The need to reorganize the administrative machinery governing education activities that would effectively plan and coordinate the administration of public and private schools and of elementary, high school, and post-high school education. The inefficiency of the highly centralized Department of Education in effecting local decisions was pointed out, together with the poor organizational set-up and stringent financial constraints of the existing policy -making body - the Board of National Education, together with the Division Planning of the Department.
- 2). The need to evaluate rational and alternative ways of providing universal elementary education, considering the large number of dropouts and the large portion of the budget absorbed by this level of education.
- 3). The need to cut and/or re-direct students graduating from the secondary level in the light of the overproduction of high school and

college graduates with vocational or professional training that did not correspond to manpower demand.

4). The need to examine the problem of quality of education.

3.2.1.1 National Development Goals for Education³⁵

As a major contributor towards the attainment of stated development goals, the educational institutions should:

- 1) Provide a broad general education that will assist each individual to (a) attain his potential as a human being, (2) enhance the range and quality of his participation in the basic functions of society, (3) acquire the essential educational foundations for his development into a productive and versatile citizen;
- 2) Train the nation's manpower in the middle-level skills required for national development;
- 3) Develop the high-level professions that will provide leadership for the nation, advance knowledge through research, and apply new knowledge for improving the quality of human life; and
- 4) Respond effectively to changing needs and conditions of the nation through a system of educational planning and evaluation.

3.2.1.2 National Policies on Education

The Presidential Commission to survey Philippine Education: On December 24, 1969, the President of the Philippines created the Presidential Commission to Survey Philippine Education through Executive Order No. 202, for the purpose of determining how best to restructure the system to increase its effectiveness and its responsiveness to the demands of progress. The Commission after completion of its study and its report, submitted to the President, a restatement of development

goals and aims that would constitute the new educational goals and objectives for Philippine Education. The general education policies that were to be adopted by the national government since 1970's were based on the recommendations of the PCSPE³⁶. We shall briefly discuss the nature and functions of the PCSPE here.

In response to the serious educational problems described above, the Education Commission submitted a comprehensive program of reform which included:

1) Reorganization and reform in the Educational Administration:
(1) Strengthening of the Board of National Education to make it a more effective body in the formulation of long-term educational policies and in the development of a long-term educational plan, (2) Restructuring of the Department of Education, (3) Restructuring of higher education: so as to ensure quality education and output relevant to manpower needs through a regionalized university system, a polytechnic system, and a teacher education system, (4) Decentralization of the Educational system through the establishment of regional divisions whose heads will have authority to develop local educational programmes within the national framework, (5) Restructuring of the educational ladder : from the present ten year set-up for the first and second levels to an eleven-year pattern. The additional year will bring about a five-year high school system.

2) Restructuring of the financing system of public education at the first and second levels to enable local governments to support them, and at the same time help in creating new sources and allocation of funds

3) Creating a Development-oriented curricula for all levels of education: greater emphasis on vocational-technical education and re-training programmes for the purpose of meeting current and projected needs for trained manpower particularly in the formation of skilled technicians.

4) Establishment of a more effective planning machinery which would help raise the quality of education, and coordinate manpower development and manpower requirement of industry: (1) by strengthening the Office of Educational Planning and Research to make it a more effective technical service unit in the development and implementation of a long-term development plan for education, (2) by adopting a national research policy and provision of funds for research directly related to national development goals.

3.2.1.3. Educational Development Strategies

Strategies for Educational Development, embodied in the recommendations of the Commission:

1) Reorganization of Administration.

The proposed reorganization was to achieve greater efficiency by delineating authority over various segments and at the same time achieve coordination in the various segments with the central administration³⁷. One of the most essential policies that were to be implemented, which is one of the concerns of this thesis includes the section on the following:

(a) That a number of the functions and services of the Department be decentralized through the establishment of regional divisions responsible to the Bureau of General Education for the implementation of national education policy.

(b) That the heads of the regional divisions have operational authority to develop local educational programs within the national framework.

2) Manpower Development Orientation of Curricula.

The Commission recommended a closer correspondence between the mix and number of school leavers and the mix and level of manpower

required by industry, to be the main responsibility of the Planning and research Division. Heavy emphasis was to be placed on vocational training in the years to come. in order for education to answer the need for manpower development, the following policies were to be implemented:

(a) a balance to be achieved between the number and quality of entrants into tertiary institutions and national demand for high-level manpower

(b) a national admissions policy to govern entrance into institutions of higher learning

(c) a high priority be given to provision of technical and vocational education and retraining programs in order to meet current and projected needs for manpower in a developing society.

3) Improving Quality of Education

The principal recommendations concerned with improving the quality of education involve the post-secondary institutions. The only item that can be related to the present study is: that a system of scholarship, loans and other forms of assistance to students be established in order to relate educational opportunities to student need and ability, and to make educational system more responsive to national manpower requirements.

4) Financial Resources and Allocations

As has always been pointed out that one main culprit of the problems in Philippine education is the constitutional provision for free and compulsory education. The large financial requirement and administration effort to fulfill this provision exhaust public resources to the neglect of greater participation in secondary and post-secondary

education. Some of the significant recommendations made by the Commission were:

(a) That high priority be given to the transfer of primary responsibility for financing public elementary and high school education from the national to the local governments (primary responsibility includes, at least, financing teachers' salaries, the provision of buildings and sites, etc.); and that a system of national assistance in the form of equalization funds be established to supplement the resources of the local governments with limited tax potentials.

(b) That local governments be encouraged to seek and develop new sources of funds for education purposes.

(c) That the national government responsibility for financing post-secondary education be increased. However, the vocational programs in the new government comprehensive high schools shall continue to be financed nationally.

The Education Development Decree of 1972³⁸:

Based on the evaluation, report and recommendations of the PCSPE, the President of the Philippines, in order to guarantee that the education system would be relevant and responsive to the challenges and requirements of the national, regional, and local development, adopted, promulgated, the Educational Development Decree of 1972.

The Decree contains the following: (1) declaration of policy to which the educational system should contribute, (2) statement of objectives of the educational system, (3) the guiding principles for the development of a ten-year programme through which these objectives were to be realized, (4) the identification by broad areas of educational development projects to give effect to the long-term programme, and (5)

the organizational and financial arrangements for the implementation of the Decree.

Declaration of Policy:

The declaration of policy specifies the national development goals to be those stated above.

Statement of Objectives:

The statement specifies the broad aims that the educational system should be designed to contribute to the attainment of the national development objectives. These aims are those presented above.

Guiding Principles of the ten-year programme.

A ten-year national education development programme was proposed based on the following guidelines:

- (a) improvement of curricular programmes and quality of instruction at all levels and adoption of cost-saving instructional technology; and training and re-training of teachers and administrators
- (b) upgrading of academic standards
- (c) democratization of access to educational standards
- (d) restructuring of higher education to become responsive to national development needs
- (e) training of middle-level technical and agricultural manpower
- (f) instituting reforms in the educational financing system

Educational development projects:

The broad areas in which projects were to be developed were identified as:

(a) management and administrative improvements in the Department of Education and Culture

(b) establishment and improvement of secondary schools and their programmes

(c) establishment and improvement of technical institute, skills training courses and non-formal training programmes and projects for out-of-school youth and the unemployed

(d) curriculum and staff development

(e) expansion of agricultural secondary and higher education programmes, including radio broadcasting and rural training services

(f) design and improvement of educational technology and development, production of textbooks and other instructional materials

(g) financial and other assistance for the planned development of programmes and facilities in private and public universities, colleges and schools

Working Arrangement:

A series of administrative and financial arrangements were envisaged in the Decree to provide it more effectivity. These included:

(a) giving additional functions to the Board of National Education in the formulation of education objectives and policies,

(b) creation of an Education Special Committee, composed of the Secretary of Education and Culture, as Chairman, and the Secretary of Finance and the Commissioner for the Budget, as members which evaluates and approves specific projects and administers the Educational Institutions Development Fund.

(c) establishment of a project unit known as the Education Development Projects Implementing Task Force, responsible for

implementing foreign assisted development projects and other development projects that may be assigned to it.

(d) creation of the Educational Institutions Development Fund for financing the educational development projects authorized under the Decree.

In the following section we shall see how these policies were implemented and how far the goals were attained through by examining some related Orders and Guidelines released from the Department of Education. We can not aim at an exhaustive discussion, though; we shall only limit our focus on those that directly relate to high school education in general, and to barrio high schools in particular.

3.2.2 THE EDUCATIONAL SCENCE IN THE LATE '70'S

Background:

For the education and manpower development sector, the seventies constituted a period of redirection, adjustment and innovation, with the issuance of the Educational Development Decree of 1972 (PD No. 6A). The schoolgoing population continued to expand³⁹. While public schools maintained 95% of elementary enrollment, increase in high school enrollment was absorbed mainly by the private sector. Vocational schools also grew in high annual enrollment growth of about 12% in SY 1973-1975 from a low-based enrollment of 105,000 in SY 1973.

Curricular programs were redirected to reflect economic and social reforms, while organizational changes were effected, such as establishment of regional offices to strengthen the undertaking of planning, implementation and evaluation of educational activities. The National College Entrance Examination (NCEE) system started in SY 1974.

Manpower development and employment promotion characterized the thrust of the non-formal sector in those years. Work-oriented educational programs and manpower training activities were intensified. Efforts towards integrated manpower development strategy through rural dispersal gained momentum with the establishment of all Regional Manpower Development Offices, while manpower programs were initiated to determine and meet local manpower needs of the regions.

Problems in Education

The educational system was envisioned to reckon with the following needs of the period:

- 1) further qualitative improvements in the education and manpower development sector, while making more educational opportunities accessible to more people.

- 2) ease the problem of unemployed and out-of-school youth.
- 3) intensify basic education, agricultural skills training and development of more effective managerial and organizational capacity for rural development to improve the low levels of literacy, scholastic achievement and poor access to education in some regions.

3.2.2.1 National Development Goals for Education

Cognizant of the fundamental changes taking place in the economic, social and environmental setting, education could function as a driving force in hastening development through the attainment of the objectives specified in the previous Development Plan, except in the last item : to develop and promote national identity and culture.

3.2.2.2 National Policies on Education 40

A number of policies were set, applicable to both the private and public sectors in the formal, nonformal and informal educational system. Eleven policies were set up to attain the education and manpower objectives; only those that relate to barrio high schools will be mentioned here:

(a) democratizing access to educational and training opportunities - to be accomplished by a better system of distribution of physical infrastructure and education resource materials, more flexible admissions and assistance system, and alternative education programs and delivery systems.

(b) upgrading standards in education and manpower development-through staff training and retraining, improved testing, and accreditation system, and school supervision and evaluation.

(c) improving and developing the machinery for planning, management, implementation and evaluation - by strengthening the

capability of the regional levels to respond to growing needs and conditions.

(d) developing financing schemes - by adopting a more viable financing scheme of funding to explore local government participation.

3.2.2.3 Educational Developmental Strategies

To attain the objectives of basic education, improvement of curricular programs and quality of instruction were to be based on the following strategies:

(a) school facilities were to be upgraded by providing adequate textbook and other instructional materials especially in the rural areas, to improve rural-urban disparities.

(b) a learning continuum in basic education - that will involve greater integration of related subjects - was to be further developed. The package would form the core of regional curricula incorporating unique regional needs.

(c) stronger linkages among schools, technical institutions and private enterprises would be formed to expand school facilities and resources, and to provide greater access to technical and supervisory expertise.

Formal Education

In the provision of mass education, the overriding objective of basic education was to provide basic literacy and numeracy skills that would enhance learning capabilities and enable them to become more self-reliant, productive and more civic-minded citizens. For the high school level, the aim of education was to reinforce general basic education acquired at the elementary level and provide skills for employment and / or preparation for tertiary education.

Premised on the attainment of higher levels of family income and welfare, improvement in the quality of education aimed to reduce drop-out rates and increase in retention rates.

3.2.3.THE EDUCATIONAL SCENCE IN THE EARLY '80'S

Background

The previous five years, 1978 - 1982 saw major reforms towards the mass provision of education and training opportunities, the upgrading of the quality of education, the matching of manpower demand and supply, the financing of the educational system, and the strengthening of the planning machinery. Increased effort to minimize unemployment and underemployment through innovative schemes to promote both local and overseas employment were marked⁴¹.

The Problems in Education⁴²

In spite of the achievements of the educational system in the past years, there still persisted the problems of: (1) high number of yearly entrants seeking admission into the system, (2) the highly uneven quality of education among the regions, (3) the increasing demand for more qualified and productive graduates to suit labor market needs, accompanied by (4) greater manpower, material, and financial resource limitations.

3.2.3.1 National Development Goals for Education

For the years to follow, 1983-1987, education sector would continue to be directed towards the attainment of the following objectives:

- (a) the provision and improvement of a broad general education
 - (b) the training of manpower skills critical to national and regional development
 - (c) the development of high level profession in priority areas
 - (d) the promotion and regulation of local and overseas employment;
- and

(e) the enhancement of the sense of nationhood and promotion of culture

3.2.3.2 National Policies⁴³ on Education

The following policies were adopted to attain these objectives:

- (a) emphasis on the improvement of general quality of education
- (b) alleviation of disparities in educational and employment opportunities
- (c) reorientation of education and training towards manpower requirements for social and economic development with due regard to regional needs

3.2.3.3. Educational Development Strategies

(a) Regional efforts were characterized by intensified basic education efforts in some regions that registered large number of out-of-school youth and low literacy levels.

(b) Continued support were given to maintain quality education in some regions.

(c) Training and retraining were intensified in some areas to meet the changes in labor requirements.

(d) Development of organizational and managerial capacity for rural development was the priority in other regions.

(e) Education, manpower and labor were to be closely linked with other social sectors such as health, nutrition. School curricula were to be the venue to disseminate information on various development programs in the other sectors.

Formal Education⁴⁴

The phased development of the three levels of education was to take place during 1983-1987 and to spill over the 1990's. Priority was set for the improvement of educational outcomes in the elementary level to be undertaken through a Comprehensive Ten-Year Development Program for elementary education. Secondary education was to continue to provide educational opportunities to an increasing number of students.

In the secondary level, preliminary studies were undertaken to serve as the basis for the formulation of the comprehensive Secondary Education Program. Among the components to be reviewed were: the secondary curricula of the time, teaching methods, and the state of facilities and equipment.

Barangay high schools were to be developed into functional community centers and were to assume a major role in the provision of skills required by the community. As such they were to be supported to provide vocational education.

Local funding for public schools were continually augmented by national funds, and public high school personnel's salaries, both national and local were to be standardized.

3.2.4 IMPLICATIONS OF EDUCATION GOALS AND POLICY IMPLEMENTATION ON THE REGIONAL LEVEL

3.2.4.1. The Educational Performance of the 13 Regions

This section presents the educational performance of the regions as a consequence - or in spite - of the government efforts on education discussed in the previous section. Examinations on the causal-effect implications of the education goals, policies and strategies of the period on the performance of the schools have been integrated with the evaluation of barangay high schools in the second period presented in Part IV of this chapter.

Data on the education performance in the second stage of BHS growth reflect the following:

Table 3.8, see next page, indicates that in 1975, Region 4 ranked first with the highest high school age population, yet it is second only to Region 6 in terms of enrollment rate. The region with the lowest in-school high school youth was Region 12.

By 1980, the National Capital Region still ranked first with the highest high school age population, with Region 2 as the lowest. The highest enrollment rate was registered in Regions 1 and 6, with the lowest in Region 7. Region 4 was only third.

In 1985, Region 4 ranked first in terms of high school age population, yet its enrollment rate is only third to that of NCR and Region 6. The lowest rate of enrollment was recorded in Region 7 and 12.

Table 3.8 HS Enrollment '75-'85

REGION	1975					1980					1985				
	School Age Pop.	Enrollment	% In-School	BHS Enrol.	% BHS Enrol.	School Age Pop.	Enrollment	% In-School	BHS Enrol.	% BHS Enrol.	School Age Pop.	Total Enrol.	% In-School	BHS Enrol.	% BHS Enrol.
NCR	655,888	260,735	39.8	33,990	0.1	657,830	254,914	38.8	44,471	27.7	492,944	224,105	45.5	1,051	0.5
1	299,960	157,839	52.6	33,990	21.5	331,339	160,544	48.5	16,234	25.9	372,689	115,520	14.2	69,472	60.1
2	197,826	58,455	29.5	11,880	20.3	216,723	62,681	28.9	16,234	25.9	238,427	60,772	25.5	18,379	30.2
3	462,716	125,318	27.1	30,690	24.5	493,517	138,854	28.1	37,490	27.0	517,055	134,732	26.1	62,385	46.3
4	415,887	170,843	44.2	56,430	33.0	431,629	190,859	44.2	75,961	39.8	653,262	199,097	30.5	93,819	47.1
5	301,195	101,032	33.5	28,710	28.4	373,634	122,689	32.8	40,978	33.4	398,371	96,733	24.3	57,656	59.6
6	346,760	186,624	47.3	35,640	19.1	395,067	196,721	49.8	46,622	23.7	480,837	155,304	32.3	63,372	40.8
7	296,193	63,519	21.4	23,760	37.4	326,397	62,825	19.2	27,705	44.1	384,277	53,580	13.9	44,507	83.1
8	199,736	85,987	43.1	23,430	27.2	273,076	96,724	35.4	18,667	19.3	315,880	74,360	23.5	45,798	61.6
9	208,674	59,922	28.7	25,410	42.4	240,990	66,506	27.6	34,383	51.7	265,562	56,620	21.3	37,435	66.1
10	246,570	83,403	33.8	19,140	22.9	272,601	80,644	29.6	24,515	30.4	287,631	66,296	23.0	34,504	52.0
11	293,431	95,526	32.6	28,710	30.1	313,641	96,788	30.9	37,360	38.6	346,753	90,414	26.1	53,541	59.2
12	221,691	39,756	17.9	11,220	28.2	259,022	60,761	23.5	17,620	29.0	239,261	16,575	12.7	23,451	141.5
TOTAL	4,146,517	1,488,959	34.7	329,340	25.8	4,585,266	1,591,510	33.6	422,006	32.5	4,992,949	1,434,108	24.5	605,370	42.2

Source: MECS, Statistical Bulletin

Table 3.9.1 reflects high school distribution in 1975. Region 4 was only one of the regions where the most number of government high schools were found, with the highest being Region 5. It also had the highest number of local government high schools, with Region 1 ranking second. The least number of local government high schools was recorded in Region 9, with Region 5 as the second. Meanwhile, Region 4 had the highest number of private high schools, with Region 1 ranking as second, while the lowest number of private high schools was in Regions 9 and 8.

Table 3.9.1 HS Distribution 1975

REGION	Total HS No.	NG HS No.	LG HS No.	LG HS No.	BHS No.	%BHS/ LGHS	%BHS/ Total	Private HS No.	Voc. HS No.
NCR	529	11	90	78	12	13.3	2.3	216	5
1	700	32	370	46	331	87.8	47.3	208	29
2	273	7	96	18	78	81.3	28.6	109	48
3	500	4	199	30	169	84.9	33.8	190	18
4	817	10	376	39	337	89.6	41.2	323	32
5	379	16	226	15	211	93.4	55.7	127	22
6	597	14	306	84	222	72.5	37.2	149	41
7	352	3	128	27	101	78.9	28.7	167	19
8	331	6	213	20	193	90.6	58.3	73	52
9	208	4	98	3	95	96.9	45.7	66	20
10	344	12	169	38	131	77.5	38.1	142	25
11	379	7	169	43	126	74.6	33.2	157	16
12	120	6	109	23	86	78.9	71.7	105	12
TOTAL	5,529	132	2,549	464	2,092	78.5	40.1	2,032	339

including BHS excluding BHS

Source: DECS Statistical Bulletin

In 1980, the greatest number of government high schools were located in Region 4 with Region 1 ranking as second. It also has the highest number of local government high schools, with Region 1 still ranking as second. Region 2 has the least number of local government high schools. The highest number of private high schools was recorded at Region 4 and the NCR ; meanwhile the lowest number of private high schools is found in Region 8 and Region 9. These are shown in Table 3.9.2 below.

Table 3.9.2 HS Distribution 1980

REGION	Total HS No.	NG HS No.	LG HS No.	LG HS No.	BHS No.	%BHS/LGHS	%BHS/Total	Private HS No.	Voc. HS No.
NCR	377	9	121	104	17	14.0	4.5	238	0
1	988	32	383	46	337	88.0	34.1	211	25
2	346	11	97	17	80	82.5	23.1	109	49
3	623	5	219	30	189	86.3	30.3	192	18
4	1,114	18	391	44	349	89.3	31.3	325	31
5	606	19	227	16	211	93.0	34.8	130	19
6	787	15	336	99	247	73.5	31.4	147	42
7	452	4	145	28	117	80.7	25.9	167	19
8	535	6	213	22	191	89.7	35.7	73	52
9	332	5	122	15	117	95.9	35.2	69	19
10	479	17	167	35	132	79.0	27.6	137	26
11	486	7	175	69	136	77.7	28.0	152	16
12	348	8	124	26	98	79.0	28.2	106	12
Total	7,473	156	2,720	551	2,221	79.1	28.5	2,056	328

'81 data used Including BHS excluding BHS

The data in Table 3.9.3 ,which appears below, reflects that by 1985, Region 1 was still one of the regions where the most number of government high schools were located, with Region 4 as the highest, and Region 2 as the lowest. The highest number of private high schools was recorded in Region 4 with the National Capital Region coming in as second. Meanwhile, Region 9 had the lowest number of these schools, with Region 12 as the second lowest.

Table 3.9.3 HS Distribution 1985

REGION	Total HS No.	NGHS No.	LGHS No.	LGHS No.	BHS No.	%BHS/ LGHS	%BHS / Total	Private HS No.	Voc. HS No.
NCR	334	5	103	98	5	4.9	1.5	221	8
1	625	47	340	17	323	95.0	51.7	211	27
2	278	27	96	30	66	68.8	23.7	114	41
3	448	21	211	25	186	88.2	41.5	196	20
4	751	35	400	40	360	90.0	47.9	281	35
5	425	24	235	14	221	94.0	52.0	140	26
6	526	67	273	45	228	83.5	43.3	149	37
7	361	7	175	29	146	83.4	40.4	167	12
8	347	11	201	15	186	92.5	53.6	74	61
9	233	22	123	4	119	96.7	51.1	68	20
10	372	22	180	50	130	72.2	34.9	152	18
11	358	14	166	30	136	81.9	38.0	155	23
12	258	14	141	32	109	77.3	42.2	90	13
Total	5,316	316	2,644	429	2,215	79.1	40.2	2,018	341

including BHS excluding BHS

Data for teacher distribution among regions is reflected in Table 3.10. Among all the regions, Region 4 had the largest number of teachers from 1975 to 1985, proportionate to the large number of high students in the region. NCR comes second, except for one missing data for 1975. Region 7 and Region 9 had comparatively low teacher number. On the whole, the number of teachers increased to 188% from 1975 to 1980, but reflected a decrease in the next five years.

Table 3.10 HS Teachers '75-85

REGION	1975	1980	1985
NCR		10,247	10,305
1	3,759	5,239	4,489
2	1,331	2,774	3,316
3	3,085	3,988	2,024
4	12,414	15,508	13,321
5	1,632	3,075	2,322
6	3,187	6,779	3,801
7	834	2,248	3,820
8	2,115	3,479	2,604
9	826	1,998	1,494
10	1,340	1,840	2,040
11	1,711	2,890	1,408
12	949	2,369	1,779
TOTAL	33,183	62,434	52,723

Source: MECS Statistical Bulletin

Table 3.11 indicates the high school budget compared to the total education budget from 1975 - 1985. It also reflects the trend in per capita cost during these years.

As per student cost, Table 3.11 shows that in 1975, except for the NCR, the government was spending highest for high school education- in terms of high school aid - in Region 4 with Region 5 as the next. Meanwhile, Region 12 got the lowest education budget, while Region 11 got one of the lowest education budget share, in spite of high its enrollment rate.

The same table shows that five years later, government spending for high school education was highest in Region 2, with Region 8 as the second. Meanwhile, Region 3 got one of the highest education budget shares, but because of its high enrollment rate, the cost per student was relatively low.

Data for per capita cost in 1985 could not be computed because the figures for regional high school allotment could not be obtained. From the available data, however, it can be said that, except for the NCR, Region 4 which had the highest enrollment in the SY received the highest educational allotment. Region 6, with the second highest enrollment for the SY, received the second highest educational budget. Meanwhile, the regions with low enrollment, Regions 2, 9 and 12, were receiving the lowest educational budget allocation.

Table 3.11 Total Educ. and HS Budget 75-85

REGION	1975			1980			*1985
	TOTALEduc.	HS AID	per capita cost	TOTAL EDUC.	HS AID	per capita cost	TOTAL EDUC.
NCR	362,090	52,738	80	391,386	70,370	28	685165
1	190,930	34,218	114	305,181	62,063	390	534255
2	324,750	27,314	138	145,532	47,677	761	254770
3	248,471	48,550	105	282,150	25,321	183	493935
4	384,653	25,931	624	411,729	44,540	233	720779
5	218,174	18,242	166	240,483	31,526	257	420993
6	330,876	50,013	53	358,581	53,098	270	627737
7	182,420	18,439	132	197,779	26,443	421	346234
8	215,533	39,134	92	206,909	50,950	527	362217
9	160,676	25,969	124	169,806	29,801	448	297265
10	180,088	18,011	73	187,936	31,328	388	329003
11	162,053	13,864	47	203,141	25,903	268	355621
12	151,628	4,576	21	169,640	14,627	241	296974
TOTAL	3,112,342	376,999	136.1	3,270,253	513,647	339.5	5724948

*1985 incomplete data

Per capita cost refers to the regional budget for students in the high school level.

Source: Gene. Appropriations Act CY 1975 and 1980, MECS (in pesos)

In terms of drop-out rate, unfortunately, there is only one data available for the period, that of 1980. Table 2.10- included in Chapter 2 - shows that the increase in drop-out rate from 5.2 % in 1966 to 6.1 % in 1970 was followed by an overall decline to 3.8 percent in 1980. The highest drop-out rate is recorded in Regions 7 and 8, while the lowest is in Region 1.

PART III: NATIONAL CONCERN TOWARDS THE BHS SYSTEM

3.3.1 THE STATUS OF BHS ON THE NATIONAL/MINISTERIAL LEVEL

The following discussions will focus on the chronological rules and regulations that have governed the operation of the BHS system in the context of two major educational reforms within the period: the Educational Development Decree of 1972 - with the Ten-Year Educational Development Plan, and the Education Act of 1982 - the Integrated Educational Development Plan.

The former should be viewed against the national developmental goals and policies reflected in the two plans: the Four-Year Development Plan 1972 - 75, and the the Five-Year Development Plan 1978 - 82, while the latter should be seen against the socio-economic background of the country as embodied in the Five-Year Development Plan 1983 - 1987.

3.3.1.1. Rules and Regulations on BHS from The Education Development Decree of 1972

1.) BPS Circular No. 12, s 1970, "Rules and Regulations for the Implementation of R.A. 6054, otherwise known as the Barrio High School Charter", dated July 15, 1970 which supercedes all other regulations inconsistent with the Barrio Charter.

2.) BPS Circular No. 19, s1970, "Barrio High School to Offer Technical Vocational Courses in Each Curricular Year", stipulates the adoption of an integrated curriculum consisting of academic and vocational subjects, effective SY 1970-1971.

3.) BPS Memorandum No. 11, s1971, "Standard Requirements for the Establishment of Barrio High Schools", stipulates a list of standard requirements prescribed for the establishment of barrio high schools

based on the provisions of R.A. No 6054 and its implementing rules and regulations.

4.) Department Order No. 11, s1973, "Amending Rules and Regulations for the Implementation of R.A. No. 6054, otherwise known as the Barrio High School Charter". This Department Order provides for the amendment of certain sections of the Rules on BHS Establishment, and Opening, BHS Financing, BHS Curriculum, Administration and Supervision, and Facilities.⁴⁵

5.) BPS Memorandum No. 15, s1973, "Guidelines for the Opening and Closing of Barrio High Schools", stipulates the requirements for opening and closing of BHS based on the provisions of R.A. No. 6054.

6.) BPS General Letter No. 52, s1973, "Towards Strengthening Further the Administration and Supervision of Barrio High Schools", reiterates some provisions of R.A. No. 6054 on supervision and control, emphasizing the improvement of supervision methods⁴⁶.

7.) BPS Circular No. 1, s1974, "Rules and Regulations for the Operation of Night Classes and Opening of Additional Curriculum Year in Barrio High Schools", allowing barrio high schools to conduct night classes to accommodate more high school students, and open additional curriculum years subject to some requirements and regulations.

8.) Pres. Decree No. 479, 6 June 1974, "Public High School Subsidy Act to Include Barrio High Schools in the Coverage Thereof", stipulates the budget appropriations of the national government as aid to public schools to include barrio high schools in order to help these schools financially.

9.) BPS Circular No. 1, s1975, "Barrio High Schools to be called Barangay High Schools", provides for the change of the name from Barrio High School to Barangay High School of all existing BHS and those which may be established thereafter. This Order followed Presidential

Decree No 684, s1975 which strengthened and defined the role of barangay youth in nation-building.

10.) DECS Order No. 40, s1975, "Implementing Presidential Directive on Curricular Changes to Equip Secondary School Students with Skills for Gainful Employment", prescribing changes in the secondary curriculum within the Framework of the Revised Secondary Education Program of 1973". This order introduces revisions particularly in the content and scheduling of Practical Arts and Vocational subjects in the high school⁴⁷.

11.) Dept. Order No. 3, s 1976, "Authority to Close or Suspend and to Reopen or Resume the Operation of BHS ", delegates such duties and powers to the Regional Directors.

12.) Department Memo No. 292, s1976, "Additional Guidelines for the Full Implementation of the Revised Secondary School Program", aims to clarify certain points on unit requirements for graduating students from the Revised Secondary Education Program.

13.) Department Memo. No.3, s1977, "Developing Barangay High Schools into community Centers", aims at evolving a curriculum that would meet the needs of both students and parents in the community.⁴⁸

14.) Department Order No. 126, s1977, "Implementing Dept. Memo No.3, s1977 in Twelve Pilot Barangay High Schools", provides the specific guidelines for the implementation of Dept. Memo. stated above.

15.) MECS Order No. 21, s1979, "Additional Guidelines for the Operation of Barrio High Schools", was issued to improve the quantitative as well as the qualitative services at the secondary level particularly at the BHS. The guidelines on enrollment, location of BHS construction, shift of classes into two, rate of tuition fees as well as teachers' salaries were set to ensure financial stability and normal operation of these schools.

16.) MECS Memorandum No. 90, s1979, "Guidelines in the Expenditures of Aid to Provincial, Municipal, Barangay and City Schools", stipulates the distribution of financial assistance to local public high schools, including the barrio high schools⁴⁹.

17.) MECS Memorandum No. 279, s1982, "Amendment to MECS Memo No. 186 entitled "Financial Assistance to Needy Barangay High Schools", provides an assistance of P3,000 each to needy barangay high schools to purchase piglets for students vocational projects, with the capital to be established as the schools" revolving fund for future students' needs.

3.3.1.2. Rules and Regulations on BHS from The Education Act of 1982

The Education Act of 1982 - enacted through Batas Pambansa Blg. 232

This Education Act was created with the main objective of providing the basic guidelines for the establishment and maintenance of an integrated system of education relevant to the goals of national development.

Basic Policy: It is the policy of the state (1) to establish and maintain a complete, adequate and integrated system of education relevant to the goals of national development, (2) to ensure within the context of a free and democratic system, the maximum contribution of the educational system to the attainment of national goals.

An integrated educational system can greatly contribute to the attainment of the following national goals⁵⁰:

1. To achieve and maintain an accelerating rate of economic development and social progress

2. To assure the maximum participation of all people in the attainment and enjoyment of the benefits of such growth, and

3. To achieve and strengthen national unity and consciousness and preserve, develop and promote desirable cultural, moral and spiritual values in a changing world.

With this view of national educational aims and policies of the period, we shall now present the related rules and regulations that have been released and that have governed the operation of the Barangay High Schools in the period.

1.) MECS Memo No. 148, s1983, "Office of Nonformal Education Support for "Developing Barangay High Schools into Community Centers", specifies the support to be given by the NFE Office to BHS to develop them into community centers by provision of ordinary sewing machines, embroidery kits, tools, etc. to assist the students in their income-generating projects. The objective of the program was to enhance the productivity of the students and of the community.⁵¹

2.) MECS Order No. 63, s1983, "Creating the Technical Panel for Technical and Vocational Education and Defining Its Functions and Responsibilities", provides for the establishment and organization of TPTVE in order to vigorously pursue the national goal of developing technical manpower in the skills needed for national development through quality technical and vocational education and training programs. The panel should coordinate linkages with existing educational institutions and other levels of the formal educational system, particularly the secondary vocational education, as well as the non-formal educational system in order to promote and maintain unity of purpose and direction in the programs envisioned.

3.) MECS Order No. 19, s1985, "Appointment of Locally Paid Teachers and Administration of Local Public Schools", provides that on appointment of public school teachers, local chief executives shall exercise appointing authority over public school teachers in locally owned and operated schools whose salaries are fully paid out of local funds and without any national government subsidy subject to recruitments indicated therein.

4.) General Appropriations Act of 1985, set aside as aid to local schools, the sum of P250M, of which 2% was to be set aside to off-set the reduction in the tuition fees of the barangay scholars.

5.) MECS Order No. 52, s1984 "Creation of the Special Activities Unit", stipulates the abolition of the Bureau of Youth Affairs, Foreign Students and Foreign Schools, and the creation in its place, of the Special Activities Unit to perform the functions previously assigned to the Bureau. It describes the specific functions of the Bureau and delegates to the offices of the Ministry, some of its other functions.

6.) MECS Order No. 70, s 1985, "Guidelines for the Implementation of the School Building Program"

Other reforms brought about by the Integrated Education Act of 1982, which were not available in document forms include the following:

1. Upgrading the management and administrative efficiency of the educational system through:

(1) Until 1982, the National Board of Education was also involved in the formulation of educational policies and plans. The Act, however, abolished the NBE and transferred its functions to other MECS bodies, and appropriations, records and equipment, to the office of the education minister.

(2) The Board of Higher Education was reconstituted as an advisory body to the Minister of Education, Culture and sports.

(3) Furthermore, for better integration of functions, the organization of the Ministry (following the recommendations of the PCSPE) has re-set the three old bureaus whose respective jurisdictions were delineated on the basis of levels of education: elementary, secondary and tertiary.

(4) Three types of specialized educational services were provided for under this Act: (1) Work education or Practical Arts which aimed to develop post-secondary but non-degree programs leading to one-two or three year certificates in preparation for a group of middle-level occupation, (2) "Special Education" for those who are physically, mentally, emotionally, socially, or culturally different from the so-called normal individuals that they require modification of school practices to develop them to their maximum capacity, (3) "Non-formal Education" which is any organization school-based activity undertaken by the Ministry of Education, Culture and Sport and other agencies, aimed at attending to specific learning needs of particular clientele, outside of the formal school system.

(5) This Decree ordered the creation of the Bureau of Technical and Vocational Education. The main task of the BTVE was to prepare individuals for entrance to and advancement in skilled, middle-level technician, and technical positions in industry, agriculture, fisheries and related service occupations.

2. Easing the problem of school population outpacing the availability of educational inputs through:

(1) Educational Reorientation Program - training and re-training of teachers, supervisors, principals and head teachers.

(2) Regional Learning Centers to serve as venue for regional training and development of instructional materials appropriate to the region.

(3) Textbook Development Program

(4) School Building Program

(5) Setting up of new state colleges and universities in the different regions

3. Reducing regional disparity in educational quality through:

(1) a completely revised elementary school curriculum to be implemented in SY 1983-1984. The Program for Decentralized Educational Development (PRODED) was established and launched nationwide as an assistance to the performance of education in the lagging regions. The new curriculum called for a return to the 3 R's in order to achieve quality learning as a foundation for higher stages.

(2) a provision that the national government shall extend financial aid and assistance to all public secondary schools, established and maintained by local governments, including barangay high schools, primarily based on needs.⁵²

PART IV: IMPLICATIONS OF DEVLPT. THRUSTS ON THE BHS SYSTEM

3.4.1 POLICY IMPLICATIONS ON THE ACTUAL STATUS OF BARANGAY HIGH SCHOOLS

Discussions on the status and performance of barangay high schools in the second, covering the longest period, stage of their development are divided mainly into two parts: the policy implications on the nationwide numerical growth of these schools, and of the specific growth of the system within one particular region, and the policy implications on the qualitative development of the schools - that is, the performance of the system. There are two reasons to this. First, the writer believes that to focus on barangay high school system in a particular period and locality needs a background of the national and social reforms that grew along side with it. The second reason is a consequence of the first: the need to evaluate the system according to its role and functions by analyzing the trend in its numerical growth and the changes in its organizational structure.

Due to the dearth of compiled research materials on BHS system however, questionnaires were sent out to supplement the necessary data that were lacking. As it was impossible to conduct the survey in all the regions, only the results of the investigation done on Region 4 were used as a case study. Thus, the data available on the nation-wide development of these schools serve to throw light on their development in a particular region, and vice-versa, in as much as the survey results supplement the written documents available. Some parts of this section are discussed mainly based on documents; some parts are based mainly on the questionnaire results, while others utilized both.

The contents of the discussions are divided into the following order:

(1) the national development policies and their implications on the status of BHS. The focus is on the numerical increase of the schools and their enrollment, followed by

(2) the development policies and their implications on the changes in the features of the system. The focus of the discussions on the latter is on the areas of (a) curriculum structure and content (b) school objectives, (c) BHS financing system, and (d) parental and community support.

Finally, (3) the national policies and performance of the BHS system are examined. Analysis of the performance is done by looking into the degree or the extent the system has provided educational access, as well as the kind of instruction it has provided the students and graduates. Students' performance has been examined through their (a) achievement and other scholastic test results and the (b) NCEE performance of the graduates.

3.4.1.1. National Socio-Economic Policies and BHS Expansion

Table 3.9.2 shows that about 9 years after the Implementation of Republic Act No. 6054 otherwise known as the Barrio High School Charter, BHS throughout the country had increased from 1206 to 2221⁵³, up by 53%. In the same year, it accounted for almost 30% of the total number of high schools, both public and private. In 1985, the number decreased by 23.5%, to 2215. This numerical decrease in the number of barangay high schools becomes meaningful however, because despite its quantitative decrease, it still continued to compose 79% of the local government schools. At the same time, it was approximately 29% of the total number of high schools in the same schoolyear. The figures on the increase in barangay high schools is reflected in Table 3.9.3.

Meanwhile, BHS enrollment grew from 97264 in 1970 to 422006 in 1980, an increase of 23%. While BHS enrollment accounted for 12.4% of the total high school enrollment in 1970, barangay high schools were giving a high school education to 32.5% of the high school students 10 years later. This is indicated in Tables 3.6 and 3.8.

Five years later, enrollment in barangay high schools rose to 56%, accounting for 32.5% of the total high school students enrolled in the same school year. Please refer to Table 3.8. The same table indicates that of the total number of high school students enrolled, 47.5% were receiving their education from barangay high schools.

The priority development goal in the mid '70's was to achieve and maintain an accelerating rate of economic development. This was to be achieved by widespread employment and increase in per capita income particularly in the rural areas. The regional development program in the early '70's, which provided for administrative decentralization for

regionalization, served as a vehicle for implementing income-generating projects in the countryside to realize the national economic goal.

As in the previous period of its development, the BHS system received a strong stimuli for numerical expansion when the national government set up administrative regions to implement policy reforms particularly those of regional and countryside development. Although hard to trace, the program may have provided better administrative structure necessary for the easy construction of new barangay high schools in the period.

The creation of the barangays in 1974, which was to serve as the basic political structure in the rural areas, provided for a more dynamic animation of the local, rural communities accounting for the increase of the barangay high schools.

In the early 1980's the integrated area development strategy adopted by the national government, served to strengthen the function of carrying out the income-generating activities and livelihood projects in the rural areas, and provided a continued stimulus for the establishment of more barangay high schools.

3.4.1.2. National Socio-Economic Policies and the Institutional Features of the System

(1) The BHS Curriculum in the '70's to the mid '80's

The academic and vocational offerings of the barangay high schools and the shifts in emphasis in either or both are described in detail in section 3.4.1.4 below. What will be presented now are the major national policies on socio-economic development that prompted revisions in the curriculum of these schools during the 15 years comprising the second historical period of their growth. In the early years following 1970, social development goals were directed towards community development which involved- school buildings, feeder roads and scaling down national infrastructure projects to rural level. From the mid '70's towards the end of the decade, economic and social development constituted 2/3 of the national budget. All throughout these years the government's aim was to increase and improve productivity both agriculture and industrial for greater self-sufficiency and to meet the needs of the expanding population. Thus, livelihood projects were established and rural development centers were set to implement such aims.

With these in mind, it is easy to comprehend that as a major contributor to the attainment of stated development goals, schools were to serve as training centers for the nation's manpower in the middle-level skills needed for agricultural and industrial production. The development-oriented curricula was implemented in all school levels, particularly in the high schools. This meant greater emphasis on vocational-technical education and re-training programmes for the purpose of meeting the needs for trained manpower particularly in the formation of skilled technicians.

The barrio high school curriculum was no exception. Being a legally-recognized high school in the rural areas following the adoption of the Barrio High School Charter, it was called upon to revise and orient its curriculum according to the goals of national development. Surprisingly, responses to the questionnaire revealed that the curriculum of the barrio high schools in the second period was more academic than vocational. At the same time, a look into the contents of the vocational curriculum during this period would, however, reveal the impact of rural industrialization. Examples of vocational-technical offerings are as follows:

Retail Trade

In some areas of the Region that were near the market places and where feeder roads had been established as part of the national effort towards improving infrastructure, the subject was introduced to provide the BHS students know-how in selling their school products and in dealing with market procedures.

Business Arts

The subject was taught in the fourth year of the high school curriculum to prepare the students in managing their own small business after graduation. It was an aftermath of the government policy to encourage local industries and trade in the rural areas.

Industrial Arts

The contents of the course differed according to year level and according to the location of the barrio high schools. For those located near newly established business firms and companies, as a consequence of the government move towards increased small-scale industries, the course included such subjects as Electricity, Food Chemistry Preservation, and the like depending on the type and nature of the newly-built company. In

the case of a barrio high school situated inside a large sugar-cane milling company, the course included subjects like sugar chemistry, milling technology and the like.

Poultry Arts

This was introduced in the curriculum of the barrio high schools in the inland provinces of the region. For example, as was earlier mentioned, the students in the barrios near the river were taught mainly the arts and skills of duck-raising. In the latter part of the period, however, because of the continued increase in the rise of local industries, the river waters were polluted and the students could not continue with the duck-raising projects.

The discussions on the curriculum of barangay high schools above can be said to be double-angled. First, the curriculum of the schools was observed by the teachers and principals as more academic than vocational from the viewpoint of following the nationally-prescribed course of instruction. This indicates that vocationalization of high school curriculum was not fully implemented in the rural areas, as in the case of barangay high schools in some areas of Region 4. On the other hand, the curricular content has changed to reflect the current needs of social development. It is to be remembered that, as was pointed out in Section 3.1.4.2, Region 4 was to pursue its twin objective of improving and increasing agricultural production to meet the region's needs, and at the same time provide the raw materials for industries within and outside the region.

On paper, the implementation of the more vocational-technically-oriented curriculum was conceived a failure because of the academic challenges faced by the barangay high schools concerning the NCEE from the mid 1970's. This is compounded by the statistical result of more graduates who proceeded to the university than work after high school

graduation. In actual practice, however, vocational activities suited to the gradual industrialization of the region were evidently implemented.

(2) Parental and Community Participation in the BHS System

Discussions on the role of the parents and the community in maintaining the barangay high schools and on BHS financing overlap, because as in the previous period, the parental enthusiasm and barrio animation were strongly felt in the area of school financing. Both the results of document analysis and survey responses reveal that the role of the parents and the community in the operation of barrio high schools during the mid '70's to mid '80's continued to be that of providing funds. The reason can be attributed directly to the establishment of livelihood projects and income-generating projects in the rural areas. The implementation of these activities, both government and privately-sponsored, spurred an increase in family income which in turn could have accounted for the individual household's capacity to finance the schooling expenses of the children.

Furthermore, the income-generating projects which constituted a vital element in the barangay high schools, were activated by the government's efforts to establish livelihood projects such as handicrafts, increasing farm-production and other agriculture-related activities in the rural areas. Whereas in the first period, the parents of the barrio high school students were involved in looking for resources for income-generating projects of the school, this time they were provided by the materials and finances that directly involved them in such school activities.

Likewise, stronger linkages were established among schools, technical institutions and private enterprises to expand school facilities and resources, and provided greater access to technical and supervisory

expertise. This policy helped reinforce a basic BHS mechanism of utilizing outside-school resources that had already been operating since the early years of its operation.

(3) Financing the Barangay High Schools

The sources of funds for the continued existence of the barangay high schools during the second stage of their development are discussed mainly in the section on National Educational Policies and BHS Features. As in the previous chapter, no valid statements can be made on the implications of the government policies for socio-economic development from the 1970's to the 1980's on the structure of BHS financing. It can be hypothesized, however, that the establishment of income-generating activities and livelihood projects in the rural areas, and the establishment of regional development centers to implement them provided the financial resources to send and keep their children in a barangay high school.

It can also be hypothesized that the policy on regional development to be accomplished through the administrative decentralization for regionalization provided for administrative manageability of reforms in disbursing regional appropriations. As a consequence of better administrative manageability, improved financing scheme was adopted to better administer local funds, and in the field of education - as we shall see in the discussion below - to explore local government participation. Social development projects, of which education is one, which comprised a majority of the national budget were better allocated to the regions with a better financing scheme. To the barangay high schools, more school buildings meant more places to house the system, and meant numerical expansion.

3.4.1.3. National Educ. Devlpt. Policies and BHS Expansion

The statistical data on the expansion of barangay high schools and BHS enrollment has been presented in Section 3.4.1.1. What is significant to note here again is the number of barangay high schools as compared to the existing number of high schools during those years. In 1980, these schools were 30% of the total number of high schools; in 1985, although the increase was only up to 23.5% they still consisted 29% of the total high school number, and 79% of the number of local government high schools. As regards enrollment, 32% of the total were enrolled in BHS in 1980 compared to 12.4% in 1970 and a slight increase of .5% giving a total of 32.5% enrollment in the BHS over the total in 1985. Of the public high school in-school youth, however, 47.5% were taking their education in barangay high schools.

Why these had been so can be attributed directly or indirectly to the increased national efforts towards the barangay high schools during the second stage of their development. We shall see this in the following discussion.

In 1974, the Director of Public Schools came up with Circular No. 1, s 1974 which authorized for the opening of additional curriculum years and night classes in existing barangay high schools. The addition of night and Saturday classes certainly accommodated more student and accounted for the tremendous increase in barrio high school enrollment in the mid 1970's.

Several guidelines - as we have seen in Part II of this Chapter - on the operation and administration and supervision of barangay high schools were released by the Office of the Ministry. These guidelines that improved teacher quality and strengthened teacher supervision accounted for improved quality of instruction that ultimately accounted for better and increased BHS

Aside from regulatory support, experimental projects were likewise conducted by the Ministry of Education and Culture in the following years. The first of these consisted of experimental studies and projects on BHS in 1977 by the Bureau of Secondary Education. Called the BHS Pilot Centers for Community Development, twelve experimental and twelve control BHS were established in all the regions of the country. The project, whose features included (1) developing an integrated curriculum responsive to local community needs, (2) involving parents, students, other adults and out-of-school youth, and (3) setting up of industries and trades in barangay high schools to augment the income of rural families, certainly helped in the expansion of these schools.

In 1983, the Office of the Non Formal Education of the Ministry of Education conducted a project known as developing BHS into Community Centers. The purpose was to enhance the productivity of these schools and involve adults and other out-of-school youth in working out community-oriented activities that will assist them in generating income. Assuming that this was properly implemented, the effort helped induce the relevance of the system and fanned the increase of the barangay high schools until the following years.

The continued numerical expansion of the barangay high schools, and the subsequent increase in the enrollment in these schools - as was seen in Sections 3.4.1.1 and in the discussions above - indicate the first dimension of educational access, which implies increase in the number of seats available to accommodate more pupils. This was made possible by a shift in the government policies towards education which took the form of democratization of education that meant providing alternative types of education to suit the different learning needs and capabilities of children in the rural areas. But then again, as has been mentioned in earlier

sections, one of the tasks of this paper is to investigate other dimensions of educational access by looking into the financial capacity of the households and the capability of the school. We shall see this in the discussions that follow.

3.4.1.4. National Educ. Devlpt. Policies and the Features of the BHS System

(1) The BHS Curriculum

a. result of document analysis

By virtue of BPS Circular No. 19, s 1970, barangay high schools were to adopt an integrated curriculum⁵⁴, consisting of academic and vocational subjects. The vocational subjects to be offered in every curriculum year was to be terminal, giving the students a broad range of vocational experiences preparatory for work after high school.

The Education Act of 1972, P.D. 6-A, emphasized work education and non-formal education. The program focussed on the importance of work, skills development, appreciation and desirable work habits and attitudes. Further, Dept. Order No. 20, s 1973, the Revised Secondary Education Program, was issued to all public and private high schools to give Practical Arts courses from the first to fourth years, not excluding barangay high schools.⁵⁵ Thus, it can be said that a couple of years after the integrated curriculum of the BHS had been adopted, a re-vocationalization of its curriculum took place with the implementation of the RSEP.

Furthermore, in 1975, a Department Education was released to implement the Presidential Directive on Curricular Changes to Equip Secondary Students with skills for Gainful Employment. In this further revision of the RSEP, within the framework of the RSEP of 1973, 50% of the high school curriculum was to be devoted to vocational education to enable students to prepare themselves for life and gainful employment. Where the 1973 curriculum provided for a choice between the Academic and Vocational Course through electives, the new curriculum set the required standard of vocational courses for all. Skills training in the high

schools was required to be matched directly and specifically with the job and self-employment and opportunities in the various regions. Rural communities were urged to stress on agriculture and fishery arts while urban communities were urged to stress Industrial, Business and Distributive Arts. Also, in the rural areas, since the Philippines is still primarily an agricultural-based country, all high school students were required to have training in the essential elements in agriculture.

From the final years of the decade to the mid 1980's, the barangay high schools were developed into functional community centers to assume a major role in the provision of skills required in the community. As such they were supported to provide vocational education.

b. Questionnaire Results:

As to the type and structure of the curriculum through the questionnaire results, the responses reveal that the curriculum being followed in barangay high schools in this period was more academic than vocational. Likewise for the principals, the curriculum within this period was more academic and less vocational.

These responses seem to contradict the points brought in the discussions above and in Section 3.4.1.2. From the latter we have seen that in line with the national educational policy on emphasis on vocational-technical education and re-training programmes to suit the needs of trained manpower particularly in the formation of skilled technicians , and in line with the regional policy of increasing agricultural production, the curriculum in the high school level was called on to emphasize its vocational and technical aspects, geared towards the specific needs of the rural community. This was expected to be felt in the Vocationalization of the BHS curriculum. The examples on the technical and vocational

offerings in the BHS system, enumerated in Section 3.4.1.2 prove that the system has somehow answered to these national and local needs.

Nevertheless, the teacher and principal respondents to the questionnaire felt that the vocationalization of these schools was not effectively nor successfully implemented. A couple of factors can be mentioned here. First, the increasing pressures resulting from the creation of the NCEE hindered the complete vocationalization of these schools. Secondly, the statistical results showing more graduates proceeding to the university had created among the teachers and principals a feeling that the curriculum of the BHS system was more inclined to the academics.

(2) Parental and Community Support

The role of the parents, lay leaders and barangay council men make up what is called *barrio animation* in the establishment and operation of barangay high schools during the second period of BHS history has not been written much about. Thus, discussions on community support are based mainly on questionnaire results in Region 4.

The teacher responses to the question on the role of parents on BHS management reveals that, like in the first period, the parents' role was mainly on BHS financing. Meanwhile, the *barrio council* was responsible for BHS construction, while the community leaders were responsible for looking for equipment to be improvised.

Similarly, the principal respondents claim that in the period of 1972-1986, the parents were mainly responsible for BHS financing; the Bo. Council for BHS construction, while the community leaders looked after the task of providing materials and equipment to be improvised.

As to whether the parents and community role and their degree of participation in the maintenance of *barrio high schools* from the second to third period changed, both teacher and principal respondents unanimously

agree that it did. Some of the reasons given will be discussed in the same section in Chapter 4, in as much as it pertains directly and more to the third period.

(3) Financing the Barangay High Schools

The manner and sources of funds of BHS from the 1970's until the middle of the '80's were based primarily on the provisions of Republic Act No. 6054, otherwise known as the Barrio High School Charter. The Charter stipulates that barrio high schools were to supported primarily by tuition fees paid by students the amount of which should not exceed that charged in other provincial high schools. Matriculation and other fees were to be charged minimally, amounting to 10P annually. Tuition fees were usually paid in cash or in kind; other fees were paid in instalments.

Secondary sources of funds to finance the operation of these schools include⁵⁶ the following:

(1) any amount of the 10% estate tax accruing to the Barrio General Fund under Section 23 of RA 3590 that is not appropriated under any law

(2) Five percent of the real estate tax collected within the barrio which is to be deducted in equal amount from the share of the province and of the municipality

(3) A share from the appropriations for textbooks, instructional aids and devices, equipment for vocational courses and other items under RA 5447 from the school board of the city or municipality where the barrio is located.

As part of the national government's commitment to the principle of providing greater equity to educational access, local funding were continually augmented by national funds. The barangay high schools, since the creation of the barangays in 1974, started to receive regular appropriations as part of the national assistance to local government

schools. National aids to barangay high schools were either direct or indirect. The former refers to the financial aid sent directly to BHS while the latter refers to the share BHS gets from the national appropriations and allocations for local government schools. Examples of direct support are:

The example of the Bactad Barangay High School where the national government had, since 1977, been contributing a significant amount in order to raise teachers' salaries. Further, since 1978, 24.7% of the total budget had been allotted by the national government to finance these schools⁵⁷.

Indirect financial assistance to the barangay high schools can be seen in the following:

(1) Annual government appropriations for teachers' salaries had been increased from 35M in 1978 to 250M in 1985.

(2) Presidential Decree No. 479, whose salient features included an appropriation of 10M pesos as aid to public secondary schools including barangay high schools. The policies and background of the law were based on: the government's recognition that the growth of the BHS was part and parcel of the Phil. educational system, but were not included in the annual allocation to public high schools, that with an increased funding, the re-orientation of the secondary curriculum towards increased emphasis on work-oriented programs particularly the supervised training and allied activities could be better achieved.

(3) MEC Memo No. 90, s 1979, which authorized the sum of 100,000,000 as assistance to provincial, municipal and barangay high schools. Of the total aid for teachers' salaries, the barangay high schools received 70% as national aid, and 30% from the local government.

(4) The Education Act of 1982 was adopted and sought to provide the basic guidelines for the establishment and maintenance of an integrated

system of education relevant to the goals of national development. It brought about other reforms in the educational system prominent of which were the following: (a) upgrading the management and administrative efficiency of the system, (b) increasing educational inputs to provide greater educational access, and (c) reducing regional disparity in educational quality.

The third of these features included an item related to the BHS system. It stated that the national government shall extend financial aid and assistance to all public secondary schools, established and maintained by the local government, including barangay high schools, primarily based on needs.

(5) General Appropriations Act of 1985 which set aside 250M as aid to local schools, of which 2% was to off-set the reduction in the tuition fees of the barangay scholars⁵⁸. An example of the sources of funding of barangay high schools is attached in the Appendix.

The investigation on the implications of the government policies on the features of the BHS system implies that by changing the financial circumstances of the rural families, the problem of access is still far from solved. This lead to an investigation on the organizational structure and institutional elements of the system to find out how the schools were able to answer the education needs of rural children.

The first task involved that of looking into the curriculum of the barangay high schools in the second stage of their development. It was found that even by reorienting the high school curriculum towards vocational-technical and work-oriented emphasis, the impact was not successful for the regular high schools because the working environment of the students was not supportive of the emphasis; the working conditions

around the students were not rewarding, and the skills acquired from vocational training could not be effectively utilized.

But the case is different with the BHS system. As was pointed out in Section 3.4.1.2 and in the discussions above, the mechanism of the system is such that there is a close linkage between the school and the institutions around, and that the work-oriented skills acquired by the students could be directly applied to the immediate community.

This mechanism was further strengthened by another essential element of the system, that of strong parental and community support for the school. At least until the first half of the second period before government control took over, the adult members of the community had a share in determining parts of the vocational aspect of the curriculum. Thus, aside from flexibility in terms of arrangement of class days and time, the barangay high schools possessed a curriculum that centered on the most pressing problems of the barangays. From this it can be said that to a certain extent the BHS system - as a form of rural education - has contributed to rural development during the second stage of its development. The kind of development referred to in this research, however, is a kind of social transformation among the members of the rural community, a transformation that is brought about by a change in the attitudinal and behavioral patterns of the adult members, and a change in the students' behavioral patterns. These were evident in the sense of community and pride among the barangay and other social leaders, and in the application of the knowledge and skills of the students.

The examination of the BHS curriculum lead to the next aim of this research - that of investigating whether the system has attained its original

objectives. This will be presented in the section on Policy Implications on BHS Performance in Section 3.4.2 below.

3.4.2 POLICY IMPLICATIONS ON THE PERFORMANCE OF THE BHS SYSTEM

3.4.2.1. The Role of the System in Providing Educational Access

Like in the first stage of its development, the barangay high school system has been a form of extending the opportunities of high school education to the rural youth of the country during its second period of development. We have seen this through the numerical expansion of the schools and in the continued prolific growth in the enrollment of these schools from 1975 to 1985. The quantitative increase in these schools and their enrollment becomes more meaningful when compared to the trend in numerical growth of the total number of high schools and of high school enrollment during these years. It shows the extent to which the system has accomplished its role of making secondary schooling available to the rural youth, and reflects the national policies towards educational development of the period.

The general education policies that were adopted in the early 1970's were based on the recommendations of the Presidential Commission to Survey Philippine Education created by the President in 1969. One of the recommendations made was that a high priority be given to improving quality and access to education. The relation to the former to the role of the BHS system is discussed below, while the implications of the latter are to be presented here. The principal recommendations concerned with improving access to education involved post-secondary institutions more. In the high school level, the recommendation made was to improve and expand a system of scholarship and assistance to a greater number of students particularly those in the remote areas of the country.

It was in the Education Development Decree of 1972 that higher and a more concrete strategy towards improving educational access in the

high school level was laid down. The Education Decree of 1972 specified a democratization of access to education in the high school stage through establishment and improvement of secondary schools and their programmes, and expansion of agricultural secondary schools. More importantly, the Decree specified for the provision of more non-formal training programmes and projects for out-of-school youth, and provided for the establishment of more technical institutes and skills training courses. The policy towards greater educational access was further reinforced in the Education Policies of the late 1970's and early 1980's contained in the Education Act of 1982. The Act specifies the basic guidelines for the establishment of an integrated system education that is relevant to the goals of national development. This was to be achieved by making education accessible to all people with different abilities by expanding alternative education programmes, while at the same time continue to maintain an improved system of access to the formal educational system.

All these, congruent with the national goal of suiting education to socio-economic development, provided a timely and fitting stimuli to the role that the barangay high schools aimed to accomplish and had already been performing since their first establishment in the 1960's. We have seen the specific manifestations in the discussions above and a presentation of their effects on the other roles of the system presented in the discussions below.

Percentage of Elementary Graduates to BHS

The data in Table 3.12 indicates the percentage of public elementary school graduates entering the barangay high schools in the second period of the study. Out of the 795052 public elementary school graduates in 1973, 14.2% entered the BHS, with the highest number in Region 1 and

Region 4, and the lowest in Region 2. In 1983, the percentage increased to 19.1. Region 9 had the highest number of elementary graduates who took their secondary education in the BHS, with the lowest in Region 3, aside from NCR. A slight decline is seen in 1985, when out of the 1073146 public elementary school graduates, 18% entered the BHS. As in 1983, Region 9 had the most number of elementary graduates going to barangay high schools, while Region 12 had the least.

Thus, in varying degrees, the barangay high school system served to absorb a certain percentage of the graduates of the elementary schools and has provided these students with a kind of secondary schooling appropriate to the needs of the conditions in the rural communities - as was seen in the discussions of BHS curriculum under the section of BHS Features in the second period.

Table 3.12 BHS I/EI. Gr. '70-'80

Region	*1973-1974 Elem. Graduates	1974-1975 1st year BHS	% BHS	1982-1983 Elem. Graduates	1983-1984 1st year BHS	% BHS	1984-1985 Elem. Graduates	1985-1986 1st year BHS	% BHS
NCR		-	-	112,303	259	0.2	116,972	192	0.2
1	71,555	14,131	37.0	89,637	19,028	21.2	93,363	18,706	20.0
2	38,162	4,936	5.5	48,424	7,412	15.3	50,437	7,521	15.0
3	89,840	12,433	6.9	117,454	17,841	15.2	122,338	18,128	14.9
4	179,681	19,695	27.5	134,970	33,306	24.7	140,582	32,013	22.8
5	71,554	8,549	10.1	88,606	17,637	19.9	92,290	16,971	18.4
6	84,276	11,445	20.9	103,030	19,173	18.6	107,315	19,863	18.5
7	54,859	5,619	11.2	70,060	14,318	20.4	72,974	13,692	18.8
8	50,088	10,709	21.4	56,666	15,151	26.7	59,023	14,271	24.2
9	31,802	3,647	11.5	43,272	16,118	37.2	45,072	15,428	34.2
10	43,727	9,308	21.3	54,606	11,972	21.9	56,876	11,571	20.3
11	49,293	8,577	17.4	70,060	17,854	25.5	72,973	18,128	24.8
12	30,211	3,837	12.7	44,303	6,987	15.8	46,145	6,942	9.5
Total	795,052	112,886	14.2	1,030,306	197,056	19.1	1,073,146	193,426	18.0

*Data on elementary graduates chosen to match the available data on BHS 1st year enrollment

Source: MECS Statistical Bulletin

3.4.2.2. The Role of the System in Providing Quality Instruction

The quantitative measures of the performance of barangay high schools that have been presented above are crude measures of access to school. An even more essential element, the outcome of schooling, will now be the focus of discussion. These are myriad⁵⁹ and tracking down all of them is extremely difficult; thus this paper looks only into the BHS output in terms of (1) achievement of students, measured in achievement and other academic tests, and (2) the performance level of its graduates, measured through the National College Entrance Examination (NCEE). Furthermore, discussions on the performance of the barangay high school system will necessarily include a section on whether it attains its original objectives, measured in terms of the status and fate of its graduates.

(1) Test Results

(a) in-school: Academic achievement of BHS students

Best efforts have been exerted to include all relevant data in historically chronological order; there were some years however, when no reference materials were not available.

Pedro Orata, in a 1977 article, reports that the achievement of BHS students is either as good as - or better than - that of students in regular high schools.⁶⁰

In the research and information provided by the Department of Education in 1978, despite the handicap in buildings, equipment and facilities, the achievement level of the barangay high school students surpassed that of the mother high school in 17 out of 27 instances in which the two groups were compared.⁶¹

In 1981-1982, a study was made on the actual performance of fourth year high school students in 210 secondary schools in six school

subjects. The findings indicated that the barangay high schools have the lowest level of achievement⁶² The results also correlated with the NCEE results.

The summary of an in-depth study of BHS in Region 4 states that results of achievement tests of 1985 showed that barangay high schools ranked lowest among the six types of secondary schools⁶³.

(b) after-school: NCEE Results of BHS Graduates

One of the serious problems in the educational system in the early 1970's - as was pointed out earlier - was the increasing oversupply of college-trained manpower. One of the strategies adopted was to redirect manpower, cut down college enrollment, and raise the quality of education one way of which was selective admission. It was within this context that Pres. Decree No 146, "Upgrading the Quality of Education by Requiring all High School Graduates Seeking Post-Secondary Program Necessitating a Four Years Study to Pass a National College Entrance Examination", was issued on March 1973. The ultimate goals of the NCEE were: (1) to check and minimize wastage in manpower and other resources which could have otherwise been directed to more profitable areas as vocational agricultural and technological fields, (2) to maintain a viable balance between white-collar employees and skilled workers in the manpower stock of the industry sector (3) to provide an indication of the students' potential to successfully do college work so as to avoid drop-outs and shifters in college.

At the start, the results of the NCEE revealed that the graduates of the barangay high schools performed as well as, if not better than, graduates of regular high schools, public and private. The NCEE Director in 1974 stated, with respect to the first results of the NCEE in 1973:

"... some barangay high schools did no do as badly as expected by others. Some BHS obtained 100% passing while some obtained 90% passing. This finding concurs with the findings reported..."⁶⁴

In 1975, an intensive survey was conducted on the status and performance of BHS in Regions 4 and 5. The results indicated that 60 % of the graduates in 1974 took the NCEE, and out of those who took the examination, 66% passed with an average percentile rank of 35.19, the cut-off point being 25%⁶⁵.

The NCEE records show that according to the results of the 1976 NCEE , the overall percentage of BHS students who passed was 79%⁶⁶.

In the schoolyear 1979-1980, the Curriculum Division of the MECS conducted a survey of the BHS students performance and that of BHS graduates status in the NCEE. The survey which was conducted on 165 existing barangay high schools showed that 51% of the BHS seniors scored within the cut-off point.

In 1986, the Ministry of Education and Culture conducted a nationwide study of the high performing and low-performing secondary schools in the NCEE for the schoolyears 1980-1984. The aim of the survey was to find out the high schools that garnered the first top 22 high-ranking schools and those that obtained the bottom ranks as low-ranking schools, with the purpose of evaluating and upgrading instructions. An analysis of the data indicated that out of the 155 low-scoring schools, 138 are public schools out of which 119 are barangay high schools. Thus, these schools constitute the bulk of the bottom list with seniors in the bottom list, with the exception of one BHS in Mountain Province - Region 1, which made it up to the top 200 list⁶⁷.

Furthermore the Research and Guidance Division of the National Testing Center of the MECS released the results of a general study on the performance of BHS graduates in the NCEE from 1979 - 1983. The

findings indicated that the scores of the BHS seniors were consistently below the national mean. Among the eight types of schools included in the study, the BHS were ranked as the lowest⁶⁸. This is summarized in Table 3.13 below.

Table 3.13 NCEE Mean Performance by Type of School : 1975 - 1987

	NATL. MEAN SCORE	NATL. HS	PROV. HS	MUN./CITY HS	BRGY/COMM.	PRIV. SEC HS	PRIV. NON-S	PRIV. VOC.	PUBLIC VOC.
1975	506.9	506.6	490.8	502.3	462.3	537.4	515.2	507.6	489.6
1976	511.9	507.9	513.1	500.7	481.0	547.2	521.8	522.8	499.3
1977	514.6	510.7	501.0	506.2	483.8	548.9	515.8	511.1	498.8
1979	498.9	493.3	487.9	496.3	461.8	540.7	502.1	507.1	477.9
1980	499.4	498.0	498.9	498.1	476.5	534.2	500.6	484.8	484.2
1981	499.7	497.1	491.1	502.7	469.7	541.9	501.8	510.0	490.8
1982	499.6	501.0	497.9	500.3	474.3	540.3	501.0	488.7	492.2
1983	499.6	497.9	494.4	504.7	467.8	549.2	504.7	492.2	489.9
1984	498.8	492.0	495.6	500.8	469.0	545.1	503.7	500.7	490.6
1985	499.7	492.9	502.5	497.9	472.3	550.9	506.8	519.0	491.6
1986	511.5	498.8	510.4	510.2	471.7	553.2	513.4	538.5	495.5
1987	500.4	496.0	508.5	498.7	478.8	525.3	508.1	498.4	489.6

Source: 1975-1985: Compendium of Phil. Statistics, 1985
1986-1987: Guidance and Testing Division, NCEE

The data on the NCEE Examinees Qualifiers and Non-qualifiers in the BHS indicated the following:⁶⁹

1. In 1979, out of the total examinees, about 48% qualified while 52% did not.

2. There was a slight increase in the following year where more than 52% passed while 47% failed.

3. The trend continued to rise in 1981 where more than 55% qualified while a little more than 44 % did not.

4. This overall increase in % passing continued until 1982, where more than 56% made it to the cut-off point while less than 44% did not.

5. In 1983, however, there was a sharp decrease of about 18% from the previous year's: from 56.53% to 38.59%.

Since the cut-off point for 1982 and 1983 was P45 or about 55% were qualifiers, the data reflect lower performance than normal. This finding could also mean that the aptitude of about half of the students who took the NCEE is the non-scholastic course.

A slight increase in the percentage of performance of qualifiers from 1979 to 1982 could be seen but performance in all regions drastically decreased in 1983. Although there was an increase in the percentage of qualifiers in 1981, their performance decreased. This could be attributed to the examinees who got very low scores⁷⁰. Reference data on the number of top-scoring schools in the NCEE and the regional mean performance for the period 1975 - 1985 are attached in the Appendix.

The graph below summarizes the trend in the NCEE performance of the barangay high school students in the second period of BHS development in terms of qualifiers and non-qualifiers.

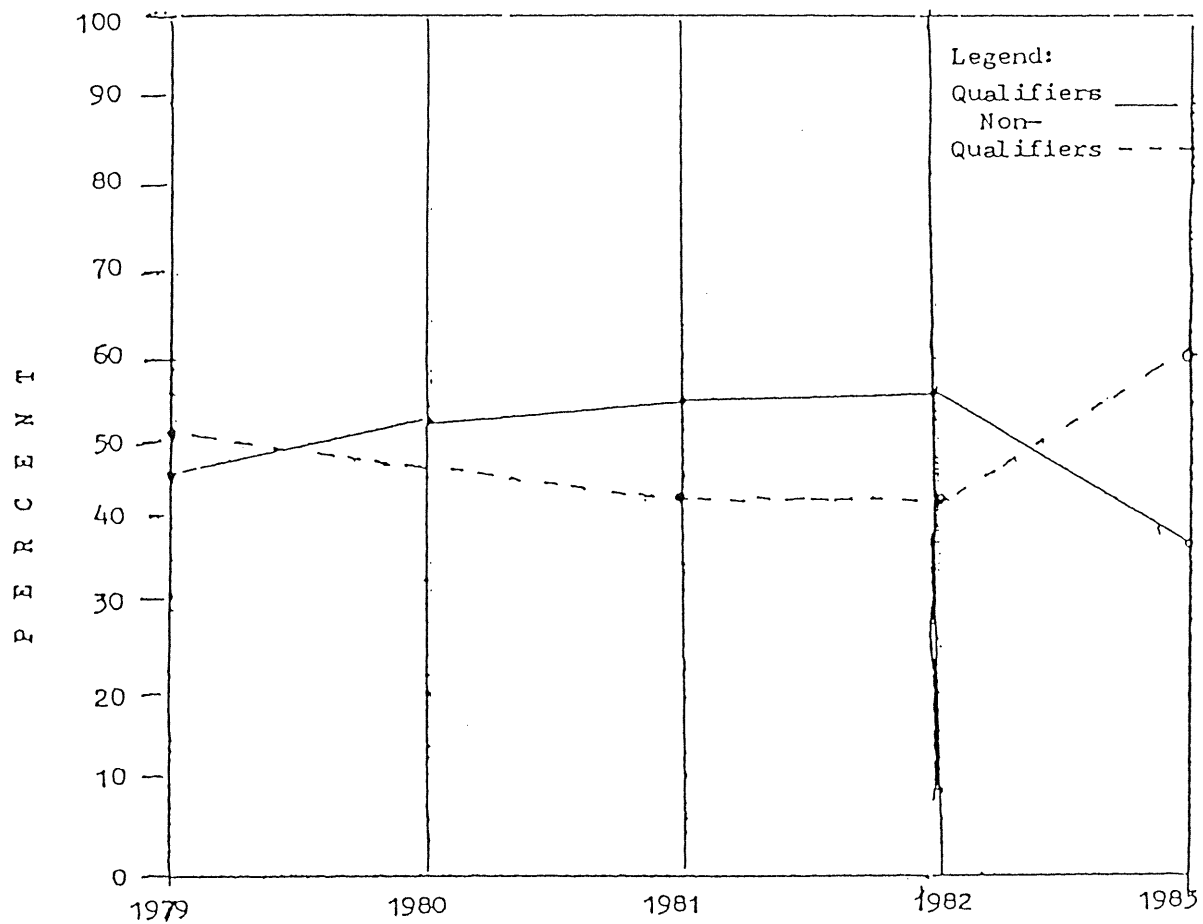


Fig. 3.3 Trend in the NCEE Performance of the Barangay High Schools
1979 - 1983

3.4.2.3. The Attainment of BHS Objectives: Status of Graduates

This section focuses on whether the BHS system has attained its original, dual objective of providing college-preparatory education for those who can and intend to go to college, and providing vocational, life-preparatory education for those to whom high school education is terminal. Questionnaires and interviews were originally intended to be conducted on BHS graduates themselves, but because of practical reasons, it was not possible to do so. Documentation on this aspect of the BHS is hardly accessible too. Thus, discussions are based mainly on the results of questionnaires and interviews with BHS teachers and principals, although mention is made in reference to a very limited number of materials available.

(1) Related Findings:

According to Cruz and Calado's investigation on financing high schools in the Philippines, about 96% of the students reaching fourth year high schools are promoted to first year college. Furthermore, the study also mentions that in the first couple of years in the 70's, 35.36% of the graduates were furthering higher studies in college, while 34.19% were employed in industrial or agricultural business.

In Region 5, a survey was made on the status of the graduates until 1972. The average data from the two communities surveyed shows that 33% were pursuing post-secondary studies, 47% were working, 12% were looking for a job or helping at home, while very little of them were studying and working at the same time., and married.

(2) Questionnaire Results:

The other means of finding out the whereabouts of the graduates was through questionnaire results. Teacher responses indicate that when

the curriculum was more academic than vocational, majority of the graduates proceeded to college course after high school. Out of those who proceed to college, 40 - 50% were enrolled in a four-year degree course, while 30 - 40% were taking up vocational courses. The others were unknown.

As for the principals, in the period 1972 - 86, a good number of the graduates - 40% - went to work after high school graduation; 30% went to work, while the rest consisted of working and studying, or either married or unknown.

Like in the previous chapter, aside from the survey results conducted for this research, the only relevant data that could be used in this section was the result of previous researches which was very limited. A more intensive survey on the BHS graduates had not been possible because of very limited time.

In the 1970's, the national government set out to direct the goals of the educational system to achieve the goals of national development and reforms. School instructions were directed to suit the nation's goal of accelerating economic development of providing manpower training by manpower development orientation of the curricula. Skills training was emphasized and was required to match directly and specifically with job and employment. Rural high schools were urged to stress agriculture and fishery arts to train students in the middle-level skills required for national development.

It can be deduced that all these have helped strengthen the vocational, work-preparatory functions of the barrio high school system in the second period. In the early part of the 1970's, national development efforts were directed towards regional development on the one hand, together with the demand for manpower-orientation of school curricula on the other hand strengthened the work-preparatory function of the

barrio high schools, evidenced by the increasing number of those who were employed in agricultural and industrial fields. Department Orders from the DECS and Directives from the Bureau of Secondary Education were released as guidelines for the Barangay high schools to equip students with skills for gainful employment.

Furthermore, in the regional level, the development of middle-level industry particularly in Region 4, helped create employment opportunities and absorb the graduates. Over and above these, the creation of the NCEE - as part of the national policy of suiting manpower supply with the demands of industry- helped cut the percentage of those who were to proceed to the university level.

An examination of the changes in the BHS curriculum during the second period of its history was necessitated by the task of finding out how the system has contributed to rural development. This was pointed out in Section 3.4.1.4 above. But the analysis of the curriculum of these schools lead to the next aim of this research - that of proving whether the system has attained its educational objectives.

As was earlier referred to, by a proper blend of both the academic content and vocational leaning experiences - Sections 3.4.1.2 and 3.4.1.4 - the schools could cater to the academically inclined who proceeded to College, at the same time cater to those with limited academic and financial ability - as shown in Section 3.4.2.3. Thus it can be said that by providing basic education within the general educational system, and by providing vocational training skills, the BHS system has attained its fundamental objective. By achieving its educational objectives, the barangay high schools have simultaneously contributed to rural development in another aspect, that is: by answering the basic need for a general education, as well as by providing occupational education needs.

Finally, in concentrating on the performance of the system in the last section of this chapter, I have focussed on the issue on assessment of school outcome. As in the previous chapter, I have chosen two factors as indicators whether the school has been effective in achieving its aim: students' achievement at certain points during their study course - in Section 3.4.2.2, and occupational skills and / or academic outcomes at the end of their high school course - in Section 3.4.2.3.

It can be said that some of the government policies in general, as presented in Parts I and II, and policies towards the BHS system in particular, as presented in Part III of this Chapter, proved to be limiting factors in the attainment of the schools' aims and in the effectiveness of the schools in the second period of their development. The increasing government control of the BHS system which came as a result of increased assistance in terms of input, such as financial assistance and control in improving instructions, was unmindful of the original BHS objectives and the nature of the students.

Furthermore, the manner of evaluating the BHS system has changed in the second period, that is the achievement results of its students and graduates have come to be compared to those of other schools. Based on this, it had been concluded that the degree to which the barangay high schools have accomplished their goals was comparatively lower. But a word of caution has to be stressed here: that the BHS system should not be judged as less effective using the same norms in evaluating other regular high schools, basically because the learning conditions in the former are extremely different from those in the latter.

CHAPTER SUMMARY AND CONCLUSIONS

SUMMARY:

The second period of BHS development coincided with major social and economic reforms to achieve the country's development goals. The priority goal in the middle of the 1970's was to achieve and maintain an accelerating rate of economic development. This was to be achieved by widespread employment and increase per capita income particularly in the rural areas. The regional development program was given emphasis and reforms in administrative structure and was accompanied by an administrative decentralization for regionalization which served as a vehicle for implementing income-generating projects in the countryside. In the 1980's, to achieve the socio-economic goals, the government adopted the integrated area development strategy in the early part of the decade. This program served to strengthen further the function of implementing policy reforms in the rural areas and carry out the income-generating activities and livelihood projects the government had sought to expand.

The implications of such development thrusts on the BHS system as a whole can be seen in the following:

(1) on the numerical expansion of barangay high schools:

The overall nationwide quantitative growth of the schools - presented in Section 3.4.1.1. - following the implementation of the Barrio High Charter in 1970 was hastened by the sweeping economic reforms set out by the government from the early 1970's to the middle of the next decade. Unlike in the first development period of the system where no direct efforts of the government on the schools can be traced, the second

stage is marked by conscious, deliberate policy reforms towards the schools accompanying the social reforms of those years. The creation of rural development centers, the implementation of income-generating projects in the rural areas to augment household incomes, the administrative decentralization scheme to hasten the effective implementation of policy reforms, the creation of the barangays to activate the political units of the countryside, and most importantly, the creation of barangay high schools to serve as training and vocational centers for manpower needed in the middle-level skills for agriculture and industry were direct influences in the increase of the barangay high schools in the second period of their development.

The growth of these schools in Region 4 followed a similar trend with that of the region's economic growth. When economic activity and expansion of the region was at its highest in 1980, the BHS system reflected a high expansion rate. When regional productivity suffered a major drawback in 1985, shown by a decline in its GRDP, BHS growth rate correspondingly slowed down.

(2) on the institutional elements of the barangay high schools:
the curriculum of the schools: In the 1970's national development efforts were directed towards industrialization by developing middle-level skills. This was to be accomplished nationwide by providing opportunities for equality in regional development. This is reflected in the increased integration of the academic and vocational status of barangay high schools' curriculum. In the latter part of the period, the development-oriented curricula was implemented in the schools particularly in the high school level. This meant greater emphasis on vocational-technical education and re-training programmes for the purpose of meeting the

needs for trained manpower particularly in the formation of skilled technicians.

As we have seen in the discussions in Section 3.4.1.2, the contents of the vocational curriculum of the barangay high schools reveal the impact of rural industrialization.

parental and community participation in the BHS system:

Both the results of document analysis and survey responses reveal that the role of the parents and community in running the barangay high schools were felt in the area of financing, and constructing the schools. This had not changed much compared to the previous years. The reason can be directly attributed to the establishment of livelihood projects and income-generating activities in the rural areas. The implementation of these programmes, both private and publicly-sponsored, spurred an increase in the financial capacity of the households to finance their children's schooling. Furthermore, the livelihood projects which were essential part of the BHS system, strengthened the parents' and community's involvement in the school. Whereas in the first period, they community members were to look for resources for the income-generating projects of the children at school, this time they were provided with the materials to work with their children.

financing of the barangay high schools:

For the first time in the history of the BHS system, the government, realizing the role the schools had been performing within the entire educational system of the country, began to include them in the annual appropriations for local public schools. At this time, the role of the national government in financing the schools started to be felt, first by indirect assistance, and later on by direct aids sent to the schools for

improvement of instruction, for upgrading teacher quality and for increase of textbooks, school facilities and equipment.

Furthermore, as has already been pointed out, the barangay high schools were developed into functional community centers from the last years of the 1970's to the mid '80's to assume a major role in the provision of skills required by the community. As such, they were supported directly by the national government to provide vocational education.

Meanwhile, national development efforts for education were directed mainly towards the expansion of the school system in the early years of the 1970's, but were simultaneously focussed directly towards the provision of alternative education forms in the latter part of the decade until the middle of the 1980's.

Among the major strategies, those that made an impact on the BHS system were the following: (1) efforts to restructure the pre-university level to bring about national and individual needs, (2) reform in the educational content, methodology and approach, and (3) coordination of the administrative system with respect to financing and distribution of facilities for regional and national development. Specifically, the influences of such national educational development efforts on the BHS system as a whole can be seen in the following areas:

(1) on the expansion of the barangay high schools:

During the second period, the increasing participation of the government in financing these schools, through increased high school aid and greater education budget allocation, caused increased expansion of the schools. Furthermore, the national educational development aim was to fit the educational system to meet the needs of socio-economic goals. With

the country's heightened emphasis on increased skills training and development of middle-level skills, the establishment of barangay high schools was encouraged and the schools were developed into functional community training centers, as we have seen in Section 3.4.1.3.

On the other hand, as part of the national government effort to democratize education, training opportunities and alternative education programs were developed during the second period under study. The comparatively slower rate of BHS increase in the early 1980's can be attributed to this increase in alternative education programs in the rural areas.

(2) on the institutional elements of the BHS system
the curriculum of the schools:

From the middle of the 1970's until the mid '80's, the national government had set out to redirect the goals of education to suit the nation's goal of accelerating economic development in providing manpower training by manpower development orientation of the curricula. Skills training was emphasized in the course offerings of the schools, and was required to match directly and specifically with job and self-employment. Rural high schools were urged to stress agriculture and fishery arts-to train students in the middle-level skills required for national development.

Among the major educational strategies, mentioned at the introduction of this section, that made an impact on the BHS system, reform in high school content instruction and methodology affected the BHS curriculum.. Specifically, the item meant placing greater emphasis on vocational-technical education and re-training programs, to meet current projected needs for trained manpower. To what extent this helped enlarge or reinforce the vocational orientation of the BHS curriculum has

been presented in Sections 3.4.1.2 and 3.4.1.4. The mandatory changes in the vocational orientation of these schools especially during the first half of the 70's was an expected consequence of the increased government financial participation on these schools.

the role of the parents and community in BHS system:

In terms of financing and designing of the curriculum of the schools, a decrease in parental and community involvement started to be felt as government financial participation and control of the schools slowly increased. Although, as we have examined in Sections 3.4.1.2 and 3.4.1.4, government efforts for regional development heightened the household's financial capacity to send their children to the barangay high schools and increased their involvement in the vocational, income-generating projects of the children, their role in the control in the school functions has turned to be less primary than in the previous period.

financing of the barangay high schools:

Increased government participation on the financing of these schools could be seen through greater high school aid in general, and specific allotments for barangay high schools which started in the early part of the 1970's.

When the government instituted reforms in school financing in 1972, the barangay high schools, while relying heavily on tuition fees from the students, became a part of local government school financing objects, as well as of direct assistance from the national government. This was further strengthened with the adoption of the Education Act of 1982.

CONCLUSIONS

1. With the increasing government participation on the barangay high schools in the period covering from 1970 to 1986, the changes made in the elements of the system are as follows:

(1.) BHS educational content were concretized in its integrated curriculum which followed the adoption of the BHS Charter, emphasizing a broad range of vocational experiences. A couple of years later, a re-vocationalization of its curriculum with the adoption of the Revised Secondary Education Program. With the implementation of the Revision to the RSEP, BHS curriculum was no exception in adjusting its curriculum to the 60% vocational orientation in the high schools. In practice, however, the content of BHS instructions was slanted to the academic courses. This was revealed in the questionnaire results.

(2.) parental and community involvement in the management of the system, survey responses reveal that until the first half of the second period, parents basically exercised the same role as in the previous period, that of financing the school. The involvement of the immediate community, the barrio, was evident in their efforts to construct the schools, while the community leaders were involved in providing the necessary materials. As government participation in the control of these schools increased in the latter part of the second period, this role inversely decreased.

(3.) Although the main source of funding was the tuition fees, increased supplementary financial aid both national and local helped in the quantitative increase of the schools.

2. The role of the BHS system in the expansion of educational opportunities to rural youth :

It can be said that the BHS system has extended the opportunities of schooling through the following:

In the second period of its development, the BHS system has been a form of extending educational access by providing high school education to 48% of high school youth in general, and to 52% of rural youth in Region 4, in particular.

(1) Expansion of School Enrollment

In general, BHS enrollment grew at a rate of 208% from the end of the first period to 1975, and 166% from 1975 to the end of the second period. Compared to the total national enrollment, BHS enrollment increased to almost 200% from the first five years of the second period to the end of the term. In Region 4 alone, high school students in BHS grew at 184% from 1975 to 1985.

(2) School Expansion

The number of total BHS grew at a rate of 173% from the end of the first period to 1975, and 105% from the start to the end of the second period. Compared to the total national number of schools per region, BHS showed a steady growth rate of 40% ,growth rate within the fifteen-year period. In Region 4 alone, the number of barangay high schools grew at a slow rate of 3% from 1975-1985.

3. The role of the system in providing quality instruction :

Revisions made on BHS curriculum in the early part of the 70's. may have accounted for the favorable performance of the BHS students in terms of achievement tests and in NCEE results in the latter half of the 70's. Revocationalization of BHS curriculum within the period fortified

the vocational character of the school curriculum, and turned out more graduates to work after high school stage.

Results of achievement tests reveal that in the 1970's, BHS students performed well- if not better than- those in the mother high schools. In the first half of the 1980's, comparative test results indicate that performance of BHS students was low.

The implementation of the NCEE starting SY 1974-75 gave a new dimension to the BHS system in terms of performance according to national standards. At the start, NCEE test results of BHS seniors revealed that they performed well, in terms of number of qualifiers, and in terms of mean performance against the national mean performance. The results in the first half of the 1980's, however, reveal that BHS seniors were in the bottom list and that the barangay high schools were the lowest - ranking schools.

Expansion of the barangay high schools in the second period was so much so that the school could no longer keep its standards of instruction. Coupled with this was the establishment and implementation of the NCEE. As a result, performance of BHS students and graduates suffered too much comparison with that of students from other schools, and the comparatively low performance of the system became glaring.

4. The Attainment of BHS two-dimensional objectives:

The system has accomplished its two-dimensional goal of providing university-preparatory education to 40% of its graduates, and by providing work and life-preparatory education to 40% of its graduates who were employed in industrial or agricultural business, or of their own..

Meanwhile in Region 4, survey results indicate that within the second period, 40% of the graduates were working, while the same percentage were in the university. The rest were either unemployed, married and unknown.

To wrap up, the numerical increase (1) meant that the organizational structure of BHS system, its educational objectives embodied in its curriculum, were relevant to the needs of the rural youth, (2) implies that strong and direct parental and community involvement were necessary, and (3) is a consequence of the increasing government control in these schools.

The numerical increase, together with the qualitative performance of the system in the latter part of the 70's indicates (1) the relevance and impact of its institutional elements, and (2) the power from without the system, the direct concern shown by the Ministry in terms of curriculum reinforcement upgrading of instruction through several programs and experiments, and (3) the effect of government's effort to restructure the financing system of high schools to enable local governments to support them and create new sources of funds.

Nevertheless, the tremendous increase of barrio high schools brought about with it derogatory effects such as decline in the quality of instruction, seen in the achievement of students and graduates in the first half of the 1980's. Furthermore, a slower but steady rate of increase, unlike in the previous phase, may be attributed to the expansion of alternative education programs in the rural areas in the last phase of the second period.

On the national level, the second period of BHS development coincided with educational reform as one of the country's major development goals. Revisions made on BHS curriculum in the early part

of the 70's. may have accounted for the favorable performance of the BHS students in terms of achievement tests and in NCEE results in the latter half of the 70's. Revocationalization of BHS curriculum within the period fortified the vocational character of the school curriculum, and turned out more graduates to work after high school stage.

On the regional level, it can be said that growth of the BHS system in the second stage of its development, in general, was directly proportional to the economic growth of the region. The same holds true for Region 4. This implies that the more economically stable the region, the greater is the likelihood to allot higher budget for education. In spite of this, however, the barrio folks still continued to send their children to nearby barangay high schools.

5. Findings on the Theoretical Framework Used in the Analysis

The theories applied to the BHS system of the Philippines can be said to have yielded the following results:

(1) The continued numerical expansion of the barangay high schools, and the subsequent increase in the school enrollment indicate, as has been pointed out in the previous chapter, only one aspect of educational access - in terms of Richard's theory. The concern of this paper is not only on the provision of access which implies an increase in the number of seats available to accommodate more pupils; it also aims to consider the financial conditions of the rural households to send their children to school.

In this chapter, it has been found out that one of the policy responses of the government towards the provision of educational access in the second period of BHS history took another form, not simply by enlarging the school system. The government's commitment took the form of democratization of education by fitting different types of learning according to the needs and capabilities of the rural children and the realities of the communities in the rural setting. The task involved developing new insights and establishing new institutions to extend some type of education to those not reached by the conventional modes of learning. We saw this through the alternative education and out-of-school training programs of the 1970's and in the early part of the 1980's. As for the barangay high school system, the government took an effort to develop the schools into functional community centers.

Furthermore, by increasing the financial capacity of the parents, the government has taken on the second dimension of educational access, which is another concern of this paper. However, by changing the financial circumstances of the rural household, the problem of access is still far from solved.

This leads to the third point, which implies the capacity of the school to keep the students to enable them to finish. It is this concern that prompted this research to look into the organizational structure and institutional elements, as well as to investigate the functions and role of the BHS system as a vital part of the educational system of the country.

(2) The first task involved was that of looking into the curriculum of the schools. The educational content of the barangay high schools in the second period manifested resiliency towards conforming to national standards while at the same time maintaining the original school objectives of answering the rural vocational needs. Aside from the creation of alternative education programs mentioned above, another policy response adopted by the government was curricular reforms which was felt in the curriculum of the barangay high schools. This meant reorienting the high school curriculum towards vocational-technical and work-oriented emphasis. But the impact was not successful for the regular high schools because, as Richards points out, the working environment was not supportive of the emphasis. The working condition around the students was not rewarding, and that there had been the teething problem of utilizing skills acquired from training.

The case is different in the barangay high schools. In the BHS system, the students could apply directly within the rural community the skills learned in school. This chapter has illustrated that, like in the previous period, the mechanism of the system is such that there is a close linkage between the school and other institutions around, and that the work-oriented skills the students had acquired in school could be directly applied to the immediate community - by selling school products, by working in the nearby factories, or by establishing their own small business.

This mechanism had been made possible by another essential element of the BHS system; that is, it involved the parents and the adults in the community - at least to a certain extent still, during the first half of the second period before full government control took over. The involvement of the barangay and the local community was another vital element in the successful implementation of the school curriculum.

(3) In the second period of its development, the barangay high school, as a rural-centered educational institution, still possessed certain characteristics described by Bennett and presented in Chapter 2, but which will be reiterated here for the sake of illuminating certain points. First, in the rural areas of Region 4, the curriculum of the school was partly determined by the local community. Second, part of the curriculum centered on the most pressing problems of the barangays - whether it was an answer to government demand on curriculum revision or out of their own decisions. With this as the working principle, the system created somehow a sense of community identity and pride in the school as their own undertaking. Finally, until a certain degree during the first half of the second period, the system was flexible in terms of instructional organization, particularly in terms of arrangement of class days and time.

The examination of the BHS curriculum lead to the next aim of this research - that of investigating whether the system has attained its educational objective. It has been found out that with a proper blend of both academic content and vocational learning experiences, the school could cater to the academically inclined who proceeded to college and could cater to those with limited academic and financial ability. With this it was pointed out in the conclusion that the school has attained its fundamental objective of providing general education within the general educational system and by providing vocational training skills.

By achieving its educational objectives, the barangay high schools have simultaneously contributed to rural development by answering rural education needs of basic education and occupational education needs.

It has also been found out that to a certain extent, the BHS system has contributed to rural development during the second period of its development. How much and to what extent it has helped in the increase in agricultural production - and otherwise was not covered in this research. The kind of rural development that is the concern of this research is not the change in methods of agricultural production, or the changes brought about by learning farming techniques. These have been dealt with in several volumes of related researches. The concern here is the kind of social transformation brought about by a change in attitudinal and behavioral patterns both in the adult members of the rural community and in the youth of the barangay high schools. It was found out that by changes in the students' behavioral patterns, and by an application of their knowledge and skills, the system has helped in some kind of rural transformation. Furthermore, by inducing the adult leaders and members of the barangay to work together to maintain the schools, the BHS system has developed a certain type of intangible but manifested social transformation of the rural people.

(4) In the discussions on the performance of the system and the degree to which it has attained its objectives, I have consistently concentrated - as in the previous chapter - on the task of illuminating the school' effectiveness by focussing on the issue of assessment of school outcome. But again there was the difficulty of selecting the suitable indicator of outcome from the numerous factors pointed out in previous theoretical researches. I have chosen the aim of schooling as the limiting factor in the discussions. There have been theoretical disputes as to the aims of schooling, but I have concentrated on the original two-

dimensional goal of the BHS system in assessing the effectiveness of the schools. As in the previous chapter, I have used two indicators in assessing whether the school has been effective in terms of achieving its aims: one is measurement of students' progress made at certain points during their study course, and the other is the measurement of their occupational work and social outcomes.

I looked into the students' achievement tests and other test results in the former, and the application of these occupational skills and / or academic outcomes at the end of their high school career at the latter. The results indicate that unfortunately, there were limiting factors in the attainment of the schools' aims and in the schools' effectiveness in the second period of their development. First, it was pointed out that the government's increasing control of the barangay high schools came in the form of increased input - in terms of financial assistance and the subsequent control in improving instructions. To a certain extent, the government has stepped in gradually unmindful of the original BHS objectives and the nature of the students - their socio-economic background - to whom the schools were originally intended to cater. National efforts were directed to increased input to produce equal results in terms of educational achievement between BHS students and those of the regular high schools VIA the National College Entrance Examinations and other comparative scholastic tests. The pressures of the NCEE and the demands to conform to national standards created a verdict against the barangay high schools when the students were found to be performing lower than students of other regular schools.

By looking into the curriculum of the BHS system in the 1970's and early 1980's, I investigated whether this was compatible with the philosophy upon which the system had been established, and I investigated the congruence between the content of the curriculum and the

actual outcomes. It was found out that in the second period, like in the first, the barangay high schools - as a formal type of rural education - were able to accomplish their goal through the local community-centered curriculum. The degree to which they have accomplished these goals were found out to be comparatively lower than other schools. But this should not be the case. Barangay high schools should not be judged according to the achievement of the students compared to those of other schools. Because to judge the effectivity of the school in terms of students' performance, and to judge the BHS as less effective because student performance is low is to say that the end results of the high school educational process are the same for both schools. To say this is to assume that the opportunities for learning in both are equal; and this is not the thesis of this paper. I assume, as I pointed out in the Introductory Chapter, that - as Henry Dyer has indicated in his article on "Measuring Educational Opportunity" - there are four factors operating in an educational system: the input, the measured characteristics of the pupils as they enter; the educational process, the observable characteristics in the school system to bring change; the surrounding conditions, the other influences in the learning environment; and the output, the measured characteristics as the students complete a phase. The educational process in the barangay high schools and the surrounding conditions of the BHS students are entirely different from the students of other high schools. Thus, it is useless to compare their output in the same level as the government has done in the second period of the development of these schools.

N O T E S

1. Four-Year Development Plan: 1972 -1 975, 18.
2. Ibid.
3. Ibid, 19.
4. Op cit.
5. Four Year Philippine Development Plan: 1974-1977,1.
6. Ibid.
7. Ibid.
8. Philippine Development, "Reorganizing for Regional Development", MR - April, 1986, 14.
9. Ibid
10. For details of the Integrated Reorganization Plan, refer also to the Four-Year Development Plan 1974 - 77.
11. Ibid. 4.
12. On the average, Gross National Product (GNP) grew at an average of more than %, notwithstanding inflationary pressures and the resulting depression in world market.
13. Op cit, 5.
14. "Organizing for Rural Development", op cit.
15. This section was summarized from the Five-Year Development Plan: 1978-1982, 6-7.
16. Condensed from ibid.
17. Ibid, 8.
18. This was to be followed by the Integrated Area Development Scheme that involved comprehensive planning and development of complementary projects.
19. Op cit.
20. Ibid, 9.
21. Details are given in ibid.

22. Ibid.
23. Ibid.
24. Details are discussed in the Five-Year Development Plan
25. Ibid, 68.
26. Condensed from the Five-Year Philippine Development Plan 1983 - 87.
27. Details are presented in the Plan.
28. Ibid.
29. Originally included in a discussion on Human Settlements Framework but the latter was deleted from the present discussion because of space limitations.
30. For complete listing and discussion, refer to the Plan, 6 - 9.
31. For details in this section, refer to the Plan, 34 - 35.
32. Ibid.
33. Four -Year Development Plan 1972 - 75, op cit.
34. Reasons offered for such a decline in quality of education are contained in the Plan, 187.
35. "Education in the Philippines", Bulletin of UNESCO Regional Office for Asia, 6,2 (1972). 174.
36. For details of the PCSPE recommendations, ibid, 189.
37. Ibid.
38. "The Educational Development Decree", Official Gazette, 68,41 (1972). 7974A --7974G.
39. Enrollment at the secondary level increased from 1.9 million in SY 1973 to 2.1 million in SY 1975.
40. For details, please refer to the Plan, 203 - 210.
41. Condensed from the Plan, 96.
42. Ibid.
43. For this section and strategies, refer to the Plan, 97.

44. Condensed from *ibid*, 97 - 98.
45. Parts amended were: Rule II, Sec. 3, Rule III, Sec. 7, Rule IV, Sec. 12, Rule V, Sec. 4, Rule VII, Sections 3 & 4, Rule VIII, Sec. 2 and Rule IX, Miscellaneous, an addition.
46. The Letter restates in particular that (1) the principal of the regular high school shall devise a regular program of supervision of the barrio high school under its jurisdiction, and (2) district and division supervisors with bachelor's degree in education - under the authority of the superintendent - should include BHS in their regular schedule of supervision.
47. In line with the national policy of training the nation's manpower in the skills needed for national development and provide for a development-oriented educational system
48. The features of the project that involved the barangay high schools was that of setting up of trade or industries in BHS that will augment the income of the rural families.
49. Distribution of aid was according to a matching formula. For the BHS, the % share of the local government was 30%, so that the national aid for teachers' salaries given to these schools was 70%.
50. Condensed from The Education Act of 1982. Some parts have not been included.
51. Based on needs- a system that had been established in the previous period. See also discussions on Financing in Chapter 2.
52. Barrio High Schools were to be chosen from every region according to specific regulations. Equipments for use in each school/ center were to be received from the Office of Nonformal Education, according to the conditions and needs of the community. Enrollment in each BHS should not be less than 200, including th out-of-school youth

and adults in the community. Students in the BHS may join, using their time in Practical Arts subjects or electives.

53. 1975 data not available

54. A copy of the Integrated BHS Curriculum as prescribed by the BHS Charter is attached in the Appendix.

55. A copy of the secondary curriculum according to the Revised Secondary Education Program of 1973 is attached in the Appendix.

56. Leopoldo Cruz, Rene Callado, Financing Secondary Education in the Philippines. UN International Institute for Educational Planning. 1975.

57. The extent to which these funds had been effectively distributed is very difficult to trace.

58. In May 1983, MECS Order No. 29 was implemented by exempting legitimate children of barangay leaders from paying tuition and matriculation fees.

59. P. Richards and M. Leonor, Education and Income Distribution in Asia, (London: Croom-Helm, 1983) 82.

60. Pedro Orata, "Barangay High Schools and Community Colleges", Prospects (8,3) 1977, 412. Details not available.

61. A Report on Barangay High Schools (Office of the MEC) 12.

62. Ibid.

63. Saturnino Magturo, "An In-depth Study of Barangay High Schools (A Summary)". Publication date not available.

64. Orata, op cit. xvi.

65. Arboleda, Dionisio, Three Village Case Studies, op cit.

66. Orata, op cit.

67. Research Paper No. 8, Research and Statistics Division, MEC, 1986.

68. NCEE Performance of Examinees according to type of school for SY 1979 - 1983 is attached in the Appendix.
69. R.& G. Study Report, Performance in the NCEE of Examinees from Barangay High Schools: 1979 - 1983, (1987).
70. Ibid. The Summary of the Trend in the Overall Performance in the NCEE of BHS is presented in the Appendix.

CHAPTER FOUR

Stage III: The Nationalization Period of the BHS System 1986 -

Introduction:

As in the previous chapters, this chapter aims to present two things. The first is a description of the barangay high schools in the third stage of their development: the nationalization period, which covers the years from 1986 - to the present. The second is a description of the national socio-economic development thrusts in general as well as national development strategies towards the various regions in particular that were vital in shaping the history of these schools. The aim of the latter is to provide a socio-economic background of the development of the barangay high school system. The focus of the former to discuss the changes, formally and structurally, made on the elements of the system, as well as the effects such changes have made on the quantitative growth and qualitative performance of the system under the present administration.

Discussions proceed in the following order. Part I of this chapter presents the accompanying reforms and societal re-structuring under the present political administration. These national reform thrusts and economic development goals and policies are embodied in the Medium-Term Development Plan, 1987-1992. How well these have been effectively implemented in the regional level is traced by looking into the recent socio-economic status of the regions, using some socio-economic indicators.

Part II discusses the government development policies, goals and strategies towards education. This government concern for education was traced by analyzing DECS Memos and Ordinances, BPS Circulars and other related documents. Like in the previous section, attempts were made to trace the degree to which these goals were attained and how effectively

the policies were implemented by looking into the education performance of the regions, using some education performance indicators. As has been the problem with the previous chapters, data for regional policy implementation were hardly available; thus only those information on the barrio/barangay level acquired through questionnaire responses were utilized.

Part III is composed mainly of discussions on the barrio high schools from 1986 to the present. It proceeds from a presentation of the BHS system on the national level by illustrating national efforts seen through DECS Memos, BPS Circulars and other related and available documents.

Investigation on the implications of such efforts on the BHS system - direct or indirect - is done in Part IV by looking into the status of such schools on specific barrio level. As in the previous chapters, the system has been examined in three aspects: numerical growth of the schools , changes in the organizational structure and institutional elements, and how well both have been affected by the national development thrusts presented in the previous three parts. Changes on the organizational structure and changes in the institutional elements focus on the four areas of the school curriculum, educational objective, financing system and parental and community involvement. The task of tracing the numerical expansion and institutional changes lead to the final goal of evaluating whether the BHS system has achieved its role of extending educational opportunity by providing access to schooling and by providing some form of quality instruction, and whether it has achieved its original two-dimensional goal.

The chapter ends with a section on chapter summary and conclusions.

Part I: NATIONAL DEVELOPMENT GOALS FROM 1986

4.1.1. THE PHILIPPINE MEDIUM-TERM DEVELOPMENT

PLAN:1987 - 1992

The Background :

The Philippines experienced the worst economic and financial crisis in the postwar history starting in late 1983¹. The roots of these problems are said to be traced back to structural weaknesses in the foundation of the economy. The persistent problems of poverty and income inequality, unemployment and underemployment, urban-rural regional disparities and structural inefficiencies that contributed to low and negative growth rates were not squarely addressed.

National internal difficulties like large and growing budget deficit, inflation rate were complicated by external factors. Between 1974 and 1985, the economy suffered from depressed export prices caused by the recession in industrial economies and the quadrupling of petroleum prices.

4.1.1.1 The Socio-Economic Problems of the Period

(1) Domestic market declined, along with the decline in prices of major commodity exports, leading to depressed conditions of these industries. Industry was largest hit with the contraction in domestic market. Meanwhile, agriculture growth in 1984 exceeded the target, but still below the potential.

(2) This relative neglect of agriculture largely contributed to spatial imbalances, and the combined effects of urban bias in the allocation of financial, manpower and physical resources and the geographically uneven distribution of natural resources.

(3) Population continued to grow rapidly at 2.5 percent a year, exacerbating these problems. The larger segment of the population continued to want in the basic necessities in life.

(4) Relative poverty, as indicated by the maldistribution of income and wealth, remained a fundamental problem. The distribution of income has been, and continues to be very unequal.

(5) In the public elementary schools, participation rates, retention rates and cohort-survival rates decelerated while repetition rates increased from 1981 to 1984.

4.1.1.2 Development Objectives

Philippine development efforts in 1987-1992 are principally directed towards the attainment of the following goals: (a) alleviation of poverty, (b) generation of more productive employment, (c) promotion of equality and social justice, and (d) attainment of sustained economic growth.

The need to alleviate poverty stems from the principles of upholding the right to life and respect for human life. The goal of uplifting the lot of the poor also emanates from the recognition that human resources are the most important assets of any society.

The creation of employment opportunities is the key factor to reduce poverty and the principal springboard in the social transformation of the poor.

The promotion of equity and social justice is another national goal based on the government's recognition that economic and political arrangements shall be a system that gives importance to efficiency and equity considerations.

The attainment of sustained economic growth is consistent with the national goal of economic recovery from the previous administration to achieve the three previous goals.

4.1.1.3 Policy Guidelines

Underlying the strategies are broad policies which consist of a package of consistent minimum measures aimed at removing distortions created by the previous administration and setting the stage for economic recovery and sustainable long-run growth. Eighteen of them are given in the Plan, but because of space limitations, only some will be mentioned here.

(1) The Role and Structure of the Government.

The role and structure of the government shall be guided by the key organizational principle of decentralization, checks and balance, and minimal government intervention in economic activities, as well as by the need to provide necessary infrastructure facilities and basic social services.³ Likewise, the scope of government will be reduced through: (1) abolition and merger of redundant offices, in line with the new priorities of the new government, (2) abolition, divestment, and reprivatization of government corporations whose activities directly compete with the private sector.

(2) Role of the Private, Non-government, and Community Organizations.

The private sector shall not serve only as initiator but also as the prime mover of development. Non-government organizations can play a part in development by encouraging people to take part in government programs and support them. Likewise, they can develop and implement low-cost, innovative approaches that emphasize community participation. Community organization as a strategy for people mobilization shall be

emphasized. This shall cater to the organizational needs of both the organized and unorganized groups.

(3) Population.

Population policy will continue to promote the attainment of small family size on a voluntary basis and a reduced population growth.

(4) Labor and Employment.

Employment shall be promoted through utilization of labor-based techniques in all productive sectors. Small entrepreneurship and self-employment with appropriate credit support shall be promoted. This shall be developed through entrepreneurial education and self-employment. Manpower and skills development programs shall be oriented towards the manpower requirements of the country.

(5) Agriculture and Rural Development.

The development of agriculture will be given the highest priority in keeping with the goals of alleviating poverty and increasing employment opportunities and incomes in the rural areas. The remaining bias against agriculture stemming from the system of industry protection shall be removed.

(6) Agrarian Reform.

This shall be the centerpiece of the effort towards distributive justice. Review of previous land reform programs shall be conducted and land reform program shall be expanded to areas where the poorest farmers are found.

(7) Social Development.

Family welfare shall be enhanced through the promotion of small families and responsible parenthood. Community-based health services shall be strengthened through the continued adoption of primary health care approach. Equitable access to quality education shall be provided. The education budget shall be reallocated away from quantitative

expansion particularly of state colleges and universities towards qualitative and phased improvement of basic education with priority to the elementary and secondary levels.

4.1.1.4 Strategies for Development³

The major strategy for the short term is to stimulate recovery by inducing demand through increased incomes, especially in the rural areas. To achieve this, the government has launched a Community Employment and Development Program (CEDP) to generate an additional 1 million jobs during an 18-month period starting July 1986.

An employment-oriented, rural-based development strategy was to be implemented. This approach will directly address the problem of poverty alleviation and equitable distribution of benefits. A rural-based strategy is necessary because about two-thirds of the population live in the rural areas and are largely dependent on agriculture for livelihood.

Industry will respond to the rural-based stimulus, lead by agriculture and rural sectors, by mobilizing resources to cater to the specific needs of rural development. Policy biases against the rural sector shall be removed, and will in turn improve the profitability of labor-intensive and agri-based nontraditional manufactured exports.

Rural-based development strategy, in addition to the removal of policy biases, shall also emphasize proper development, allocation and use of land and other natural resources. To support this strategy, the government shall maintain and promote an environment conducive to such growth; peace and order situation, a comprehensive counterinsurgency program including rehabilitation scheme to facilitate the reintegration of dissidents to return to the fold of law and join the mainstream of development.

Regional Development

Regional development planning is an integration of the development plan of the country's thirteen regions and the regional strategies and priorities of the government. The fundamental goal of regional development is the minimization of disparities without prejudice to the optimum realization of the regions' growth potentials.

1. The Problems of Regional Development

The problems that confront the country are manifested in the regions in varying aspects and magnitude. Regional differences in the severity of these problems may be attributed to the unique combination of economic, social and natural factors within each region. Some of the major problems that confront the regions will be mentioned here.

(1) Persistence of Poverty. Despite the assistance and programs directed towards low-income groups, poverty situation has worsened in recent years. Larger number of families and higher poverty incidences have been observed both in the more developed and poorer regions, pointing to the uneven distribution of incomes.

(2) Low Productivity of the Regions. Low productivity, which characterizes most of the regions is reflected in Table 4.4 and Table 4.5.

(3) The Insurgency Problem. Serious insurgency problems, which most regions are confronted with⁴, have created uncertainties in the business, economic and political climate and has disrupted the development and growth of communities.

(4) Demographic Effects of Uneven Development. The past policies which promoted narrow-based industrialization program, neglecting agriculture, contributed to the unbalanced distribution of population among and within regions because they encouraged rural-to-urban migration. This population imbalance is indexed in the population density of the regions. Efforts to moderate high rates of natural birth

increase of regional population are to be made parallel to efforts at promoting more balanced distribution across and within regions.

2. Regional Development Objectives

These objectives are summarized as: (1) to accelerate the growth of less developed regions/ areas, (2) to achieve a consequent effect of more balanced spatial development, and (3) to promote the efficient development and utilization of land and other physical resources.

Specifically, regional development targets consist of (1) faster growth in production, (2) higher employment rates, especially of less developed regions, and (3) slow rate of population, as a consequence of the anticipated improvements in the socioeconomic conditions.

Policies and Programs for Regional Development

Thirteen key regional policies and programs that were to be adopted were described in the plan; but only a few relevant ones can be presented here.

i. Rural development and rural-employment promotion. To sustain economic growth, the country will adopt employment-oriented, rural based strategy program. Aside from the land reform program⁵, a rural based comprehensive employment program has been launched.

ii. Assistance to low income families. To spur economic productivity and increase productivity of low-income communities, assistance will be provided through small-scale constant efficient projects designed to rapidly meet the fundamental needs of the people. Direct assistance will likewise be provided to local government units to ensure capability to undertake project activities.

iii. Pursuit of desirable regional population distribution. Greater attention were to be focussed on the movement of population and the

consequent spatial distribution. This will complement the employment-oriented strategy directed towards agriculture and the rural sector.

iv. Specific regional development strategies. The government shall adopt development strategies in consideration of the peculiar traits and growth capacities of each region. Only those that pertain to Region 4 will be discussed here, as the main object of investigation is the development of BHS in Region 4. We shall see this in section 4.2.2; before that we shall first look into the socio-economic status of the thirteen regions to trace the results of the present government thrusts for socio-economic reforms.

4.1.2 IMPLICATIONS OF DEVELOPMENT GOALS AND POLICY IMPLEMENTATION ON THE REGIONAL LEVEL

4.1.2.1. The Socio-Economic Status of the Regions: Various Socio-economic Indicators from 1986 -

The overall population growth slowed down from 2.4% in 1985 and 2.1% in 1988 from 1987. NCR and Region IV continued to register the highest population growth rates ranging from 20% from 1975 to 1980, to 16% from 1980 to 1985. Meanwhile Regions 2 and 12 showed consistently low population growth rates. This is reflected in Table 4.1.

Furthermore, Table 4.1 also indicates that in 1987, Region 2 ranked as the least dense area, while the NCR had the highest density. In the two years following a similar pattern can be observed with the NCR as the most dense region and Region 2 as the least dense. Region 4 was only one of the least densely populated regions for the three-year period.

Table 4.1 Population & Density '87-'89

Region	1987		1988		1989	
	Population	Density	Population	Density	Population	Density
NCR	7,316,000	11.50	7,510,000	11.81	7,702,000	12.11
1	4,030,000	0.19	4,099,000	0.19	4,168,000	0.19
2	2,630,000	0.07	2,689,000	0.07	2,748,000	0.08
3	5,691,000	0.31	5,816,000	0.32	5,941,000	0.33
4	7,432,000	0.16	7,623,000	0.16	7,808,000	0.17
5	4,075,000	0.23	4,158,000	0.24	4,241,000	0.24
6	5,284,000	0.26	5,387,000	0.27	5,488,000	0.27
7	4,335,000	0.29	4,411,000	0.30	4,485,000	0.30
8	3,165,000	0.15	3,216,000	0.15	3,267,000	0.15
9	2,974,000	0.16	3,033,000	0.16	3,092,000	0.17
10	3,328,000	0.12	3,408,000	0.12	3,488,000	0.12
11	4,005,000	0.13	4,096,000	0.13	4,186,000	0.13
12	2,715,000	0.12	2,778,000	0.12	2,840,000	0.12
TOTAL	56,980,000	1.05	58,224,000	1.08	59,454,000	1.11

Source: Medium Term Development Plan 1987-92.

Except for one data on literacy rate for 1987 which was estimated from the bi-annual rate from the period 1975-1985, data for literacy rate after 1986 are not yet available. The data that could be obtained for 1987 is indicated in Table 4.2 below.

Table 4.2 *Literacy Rate '87-'89

Region	1987
NCR	
1	87.9
2	79.7
3	88.5
4	88.0
5	84.9
6	81.9
7	76.7
8	78.3
9	64.2
10	88.4
11	80.8
12	67.9
TOTAL	82.2

*Estimate from 2 year average of ten-year period 1975-1985

For the third period under study, data for family income distribution according to income class could not be obtained. In its place, the figures for poverty threshold and incidence of poverty difference from 1985 - 1988 have been used. These are indicated in Table 3.7 of Chapter 3 as they reflect also some of the data for 1985 which falls within the previous period. The table indicates that in 1988, a marked improvement is seen in the difference of the present incidence of poverty from that in the previous year among all regions. This means that the proportion of families that fall below the poverty line set by NEDA was lower in 1988 than in 1985. Furthermore, there was a favorable low percent growth rate seen in the poverty threshold of all the regions. The highest poverty incidence is seen in Regions 5 and 6, while the lowest poverty incidence is seen in the National Capital Region. Region 4 had the third lowest growth rate of incidence of poverty and poverty threshold.

Table 4.3 in the following page indicates that except for the NCR, regional income is highest in Region 4 for the year 1987, followed by Region 3. Meanwhile Region 2 registered the lowest income for the same year. In 1988, highest regional income is likewise recorded in Region 4 while the lowest is in Region 9.

Table 4.3 Regional Income & per Capita Income '87-'88

Region	1987		1988	
	Regional Income	per capita	Regional Income	per capita
NCR	293,800,000	40	322,077,600	
1	63,200,000	16	75,151,440	18
2	22,400,000	9	21,471,840	8
3	96,900,000	17	107,359,200	18
4	111,200,000	15	118,095,120	15
5	40,200,000	10	42,943,680	10
6	69,500,000	13	75,151,440	14
7	67,400,000	16	69,783,480	16
8	34,900,000	11	38,649,312	12
9	30,700,000	10	32,207,760	11
10	50,900,000	15	34,354,944	10
11	57,300,000	14	53,679,600	13
12	28,800,000	11	65,489,112	24
TOTAL	967,200,000	17	1,056,414,528	18

pesos

pesos

Source: Bureau of Local Government Finance

Under the present administration, regional per capita income showed marked improvement - shown in Table 4.3 above - due to faster production growth of the regions which is shown in Table 4.4 in the next page.

The data in Table 4.4 indicate that faster growth rate in gross regional domestic product from 1987-1988 is seen for the less developed regions and for those with larger resource potentials. In 1987 however Regions 4 and 11 show high growth rates, while NCR registered the highest.

This is consistent with the current strategy to balance development of regions. The implementation of rural-based strategy, particularly the provision of infrastructures and generation of employment in the rural areas showed marks of balance of growth among regions. The graph that appears in the next page summarizes the trend in the GRDP growth among the various regions within the three period under study.

Table 4.4 GRDP (at constant 1972 prices) : 87-88

Region	1987		1988	
	GRDP	Growth Rate	GRDP	Growth Rate
NCR	28,502	11.5	31,323	9.9
1	4,323	7.9	4,507	4.3
2	2,301	-3.0	2,432	5.7
3	7,664	0.0	8,286	8.1
4	14,221	10.1	14,929	5.0
5	3,120	0.1	3,257	4.4
6	6,545	-0.5	6,902	5.4
7	6,905	10.0	7,421	7.5
8	2,323	2.3	2,383	2.6
9	3,350	2.8	3,492	4.2
10	5,248	8.9	5,570	6.1
11	7,082	10.3	7,186	1.5
12	3,844	9.5	4,064	5.7
Total	95,948	6.7	101,758	6.6

(in PM)

Source: 1989 Phil. Statistical Yearbook

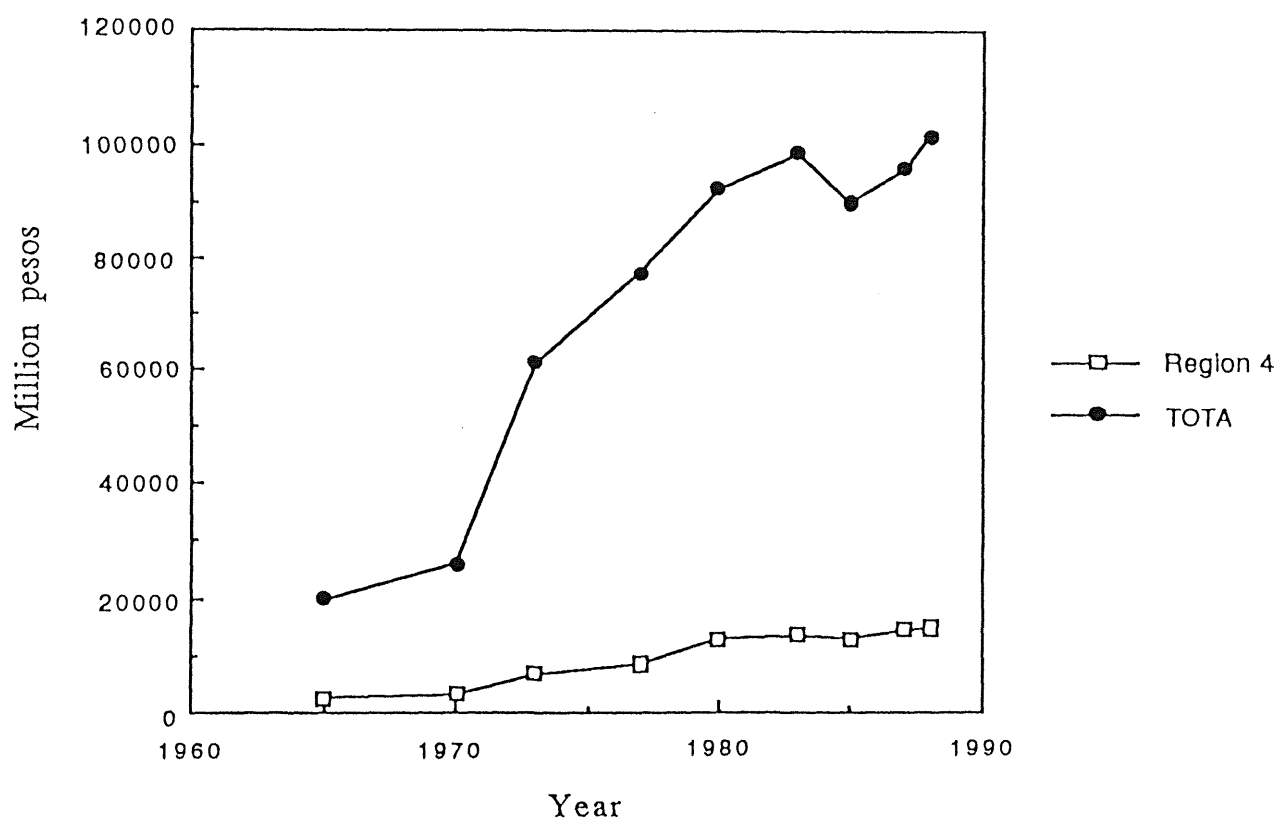


Fig. 4.1 Trend in the Growth of Gross Regional Domestic Product:
Total National and Region 4

Table 4.5 Per Capita GRDP '87-'88

REGIONS	1987	1988
NCR	3,876	4,143
1	1,066	1,090
2	869	897
3	1,339	1,413
4	1,899	1,941
5	760	776
6	1,230	1,269
7	1,583	1,669
8	729	735
9	1,119	1,141
10	1,567	1,620
11	1,756	1,739
12	1,407	1,451
Average	1,664	1,733

IN PESOS

Computed from GRDP and Regional Population

The data in Table 4.5 however, reflects that although the per capita output of less developed regions show signs of increase at a faster rate, there is no change in the overall regional ranking as in 1985. Although they showed low percentage of increase rate, NCR and Region 4 still recorded the highest per capita output in both 1987 and 1988. Regions 2, 5 and 8 remain the lowest in terms of per capita output. A summary of the regional income of Region 4 compared to the Total National Income for the three year period is presented in the graph below.

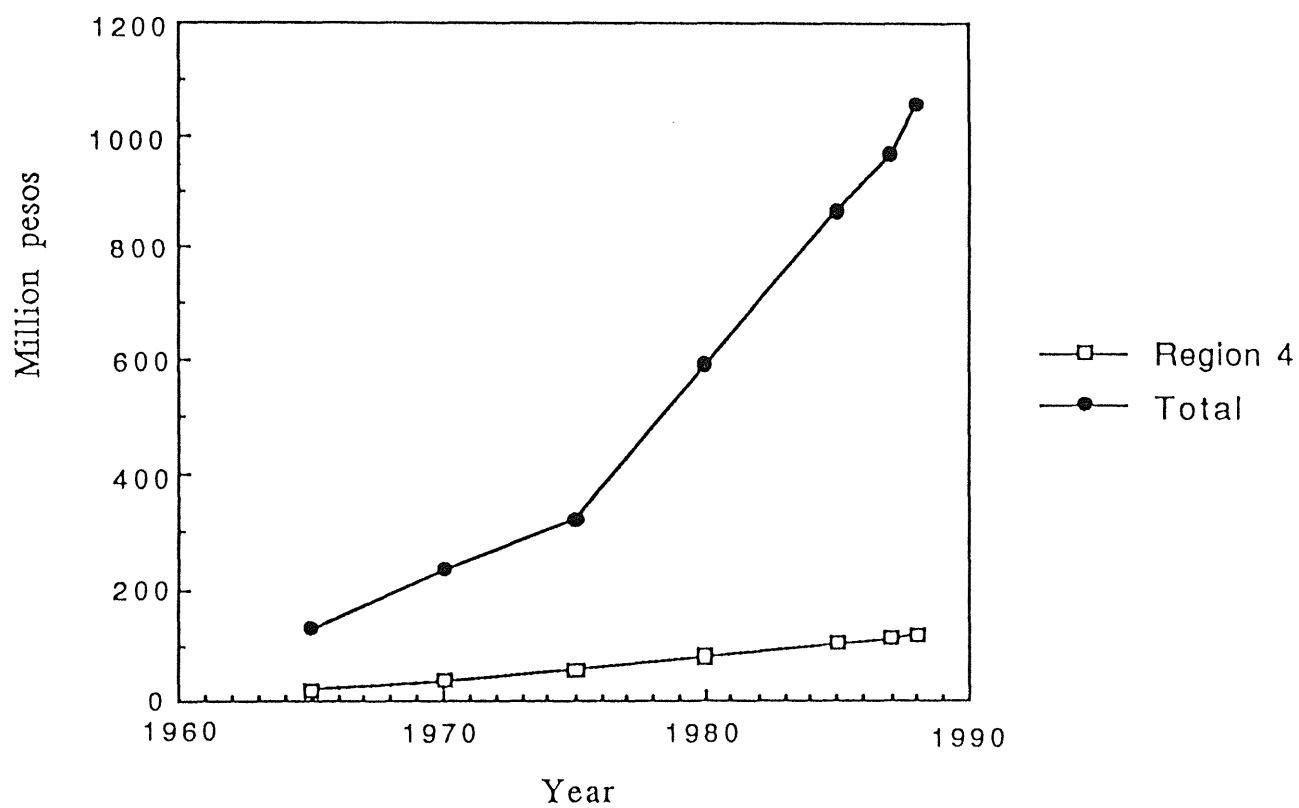


Fig.4.2 Trend in the growth of Regional Income :
Total National and Region 4

4.1.2.2. Region 4 in the mid- 1980's:

The Socio-economic Background of the Region

Since 1985, Region 4 has registered a moderate population growth rate, next to the National Capital Region. However, because of its largest land area, it still continues to be one of the least dense among the thirteen regions. In line with the country's present strategy to balance inter-regional growth. It has also shown moderate but steady growth rate in terms of gross regional domestic product. As a consequence, per capita regional income will improve favorably due to better production growth.

The past uneven pattern of distribution of regional population has remained with heavy concentration in the growth corridor subregion especially in the provinces close to Metro-Manila. Natural rate of population growth is expected to decline due to urbanization and changing attitudes especially among younger couples, higher rates are expected in some provinces due to inter and intraregional in-migration.

Although much of the regional development efforts were focussed on the rural/agricultural sector through agro-modernization, the role of agriculture to the overall regional economy has followed a steady decline. The percentage of labor force employment in agriculture had been decreasing; on the other hand, the percentage of those employed in nonagriculture services has increased.

Target employment level was highest in Region 4, and as a result, 1988 data on the incidence of poverty has remarkably improved since 1985. This indicates that the number of families in the region that fall below the poverty line has decreased remarkably.

Although Region 4 ranks second to Metro-Manila both in terms of the aggregate GRDP and the percentage contribution to the national Gross Domestic Product (GDP), the region has an intraregional inequality problem.

In the area of education, participation rate in secondary schools in Region 4, in contrast to the previous ten years, showed a decline to a low rate of 30% in 1985. Of the 244,2115 enrolled in government secondary schools, 131,154 (54%) were in locally funded schools including barangay high schools. Forty six% were in national government funded schools. The survival rate for the secondary level in 1985 was 76.16% and the dropout rate was 6.66%. The high percentage of dropout rate in secondary schools is said to be caused primarily by economic reasons.

The reasons for the deterioration of the quality of education offered by the government-supported secondary schools in the region are summarized as:

1. Lack of subject specialist teachers and teacher development program;
2. Lack of textbooks, reference books, instructional materials, laboratories and equipment;
3. Inadequate school buildings and classrooms.

PART II: THE NATIONAL EDUCATIONAL DEVELOPMENT THRUSTS

4.2.1. EDUCATIONAL DEVELOPMENT THRUSTS SINCE 1986

This section discusses the educational problems, goals and policies as well as strategies for educational development from 1986 to the present. Materials were derived mainly from the Medium-Term Development Plan of 1987 -1992 and the Department of Education Memos, Guidelines and other Orders. The objective is to trace the educational reforms at the national level that might have influenced the development of the BHS system under the present administration. In so doing, the writer hopes to achieve the final goal: that of evaluating the changes made in the barangay high schools and that of identifying the social elements that were responsible for such modifications.

Background:

During the past years, modest gains and shortfalls were experienced in pursuit of the objectives in education and manpower development. Positive developments as well as setbacks were identified in the areas of (1) improving the accessibility to and quality of education and training, (2) meeting manpower needs, (3) promoting science and technology, culture and sports, (4) upgrading personnel welfare, and (5) strengthening the system of planning and management. Only the first three of these items will be discussed here briefly.

The Problems in the Educational System

1) The Problem of Democratizing Access to Education and Training Opportunities. A more equitable access to educational opportunities in the formal school system was made possible by the

opening of barangay high schools and state colleges and universities, increase in scholarship and loan grants, provision of assistance to lagging regions through the PRODED, the implementation of the Phil. Equivalency Placement Test (PEPT), and extension of education opportunities to Muslim areas by accrediting Muslim madrasah schools, and other such measures.

Increase in enrollment, however, fell short of accommodating the corresponding increase in the school age population. In real terms, per pupil cost declined, for instance, in the nationally-funded high schools, from P201 in 1983 to P141 in 1985. Moreover, wide disparities in educational attainment between and within regions still existed. Regions 2, 8 and 9 still lagged behind NCR, Region 4, 3 and 1.

Despite efforts on nonformal educational programs, the number of out-of-school youth still remained large.

2) The Problem of Improving the Quality of Education and Training. Projects such as the PRODED in the elementary schools, preparation of SEDP for high schools, a system of accreditation⁶, improving the quality of continuing education through integration of values and attitudes development in the courses and the like, achievement rates of elementary school students remained weak⁷ in the basic skills of language, mathematics and reading, mean scores of BHS students in national achievement tests were below the national mean. In terms of internal efficiency, educational wastage was high in both the high school and elementary levels⁸.

3) The Problem of Meeting Manpower Needs and Economy. A number of subsector plans were drawn to make the various sectors responsive to the changing manpower needs of the economy. Sectoral

plans were prepared for 11 priority sectors⁹. Industrial skills training was provided through 10 regional manpower training centers. Despite all these, both the formal and nonformal sectors were slow in providing manpower training required by the shift to an agro-based development strategy. Except for agricultural extension, the training focus remained traditional, i.e., industry-oriented and urban-based.

4.2.1.1. National Development Goals for Education

The ultimate aim of education and manpower development is to enable every Filipino to develop his potentials for self-actualization and productivity. Central to this goal is the inculcation of desirable social, moral and cultural values. In pursuit of the educational goals, the schools were to work hand in hand with other sectors of society. The education and manpower sector shall address the following goals:

- 1) To improve the quality and increase the relevance of education and training,
- 2) To increase access of disadvantaged groups in all educational areas¹⁰,
- 3) To accelerate the development of middle and high-level manpower toward economic recovery and sustained economic growth, and enhance their employability, productivity and self-reliance.,
- 4) To inculcate needed values for social transformation and renewal,
- 5) To preserve, enrich and propagate the nation's desirable cultural heritage and legacy,
- 6) To raise the level of awareness, interest and participation in sports and cultural activities,
- 7) To maintain an educational system that is truly Filipino in orientation.

4.2.1.2. Educational Development Strategies

To attain the education goals and implement the above policies, the following strategies were planned; because of space limitations, however, only those that relate to numbers 1, 2, 3, 4, and 7 indicated in the Plan will be discussed below.

1) The internal efficiency of the educational system shall be improved by: reorientation of general curriculum and programs, revisions of textbooks and other learning materials to reflect Philippine conditions and experiences. A more efficient system of selection and retention shall be developed, together with the maximization of the NCEE and other similar aptitude tests. Increasing institutional autonomy was to be encouraged to enable schools to strengthen curricular offerings. To ensure productivity of graduates, the schools will broaden their traditional teaching functions to include partnership with industry.

2) Education shall be made within the reach of students even those from low-income families through expansion of scholarship system, study grants and loans. A socialized tuition fee scheme will be explored and developed.¹¹ Areas which suffer from education deprivation shall be given priority in the distribution of teachers, instructional materials, school facilities and equipment. Nonformal education shall be expanded to provide training alternatives, placement test for those who want to go back to school, and strengthening of the rural-based system and outreach programs¹².

3) Values education shall be integrated in the school curriculum and nonformal education. The school administrators as well as teachers shall undergo values reorientation.

4) Priority status of education shall be restored through an increased share in the national budget. To attain this, possible alternative sources shall be explored, resources optimized to the maximum, resource-

sharing and cost reduction measures shall be adopted. These will include consortium arrangements, service contracting scheme and other such measures.

5) In order to optimize use of resources, operational linkages shall be developed between the school and other outside institutions. These were to include: direct linkups between training institutions and industry, to ensure the absorption of graduates, and tie-ups with nongovernment organizations shall be fostered for a more effective coordination and monitoring of activities.

4.2.1.3. National Educational Development Policies

The thrusts of national educational development are summarized in the following policies:

- 1) Improvement of the quality and relevance of education and training with respect to Philippines conditions and needs,
- 2) Equitable access to education and training opportunities,
- 3) Intensification of values education,
- 4) promotion of entrepreneurial education and training,
- 5) increased emphasis on science education, indigenous research and experimentation,
- 6) Full mobilization and utilization of education personnel with an increasingly commensurate system of compensation and incentives,
- 7) Equitable allocation, Efficient management and effective utilization of financial resources,
- 8) Institutionalization of functional linkages between formal and non-formal education and training institutions,
- 9) Strengthening of the system of educational and manpower development and planning,

10) Maximizing Philippine involvement in the International Mainstream of education and manpower development.

4.2.2 IMPLICATIONS OF EDUCATION GOALS AND POLICY IMPLEMENTATION ON THE REGIONAL LEVEL

4.2.2.1. The Educational Performance of the 13 Regions

Given the above goals for education and the policies adopted as well as the strategies to achieve them as essential backdrop, we shall now look at the actual performance of the high school system in the various regions of the country from 1986 to the present.

Research materials available within the present period are few, covering only a period of two years. Data for 1986 were not included considering that it was the country's most transitory year, politically, socially as well as economically. Thus materials included in this chapter start from 1987 and end at 1988, in as much as data from most of the regional reports for 1989 have not yet been collated.

In 1987, total high school age population has increase at a rate of 65% from 1985 It was highest in Region 4, surpassing that of the NCR In terms of enrollment however , 60% of high school age children in the NCR while in Region 4, only 54.% are in school. The lowest number of high school youth is in Region 2, and the lowest percentage of in-school youth is registered in Region 7.

From 1987, high school age population has increased at a rate of 69% in 1988, and 2% in 1989, with the highest number of high school age youth consistently in Region 4, followed by Region 3 in the two consecutive years. As in 1987, the percentage of in-school youth is highest in NCR, followed only by Region 4 in 1988, and still highest in Region 4 in 1989, followed by NCR. The regions with the lowest number of students in high school are Region 7 in 1988 and Region 1 in 1989. These are indicated in Table 4.6 below.

Table 4.6 HS Enrollment '87-'89

Region	1987					1988					1989				
	School Age Pop.	Enrollment	% in-school	BHS Enrol.	% BHS Enrol.	School Age Pop.	Enrollment	% in-school	BHS Enrol.	% BHS Enrol.	School Age Pop.	Enrollment	% in-school	BHS Enrol.	% BHS Enrol.
NCR	503,293	304,738	60.5	1,466	0.5	516,447	316,983	61.4	0.0	0.0	529,945	329,720	62.2	622	0.2
1	375,104	199,705	53.2	69,938	35.0	377,998	127,211	33.7	68,595	53.9	380,914	81,033	21.3	7,329	9.0
2	245,096	85,995	35.1	18,103	21.1	249,570	83,589	33.4	18,577	22.2	254,914	81,250	31.9	18,723	23.0
3	467,422	181,482	34.7	64,523	35.6	530,051	210,759	39.8	57,929	27.5	537,375	244,759	45.5	66,177	27.0
4	522,827	255,028	54.6	105,234	41.3	683,724	292,452	42.8	105,530	36.1	1,000,121	335,368	33.5	104,200	31.1
5	400,944	155,478	38.8	62,583	40.3	403,297	166,528	41.1	55,049	33.1	409,697	178,363	43.5	60,395	33.9
6	490,639	236,615	48.2	53,842	22.8	498,643	291,110	58.4	67,511	23.2	506,778	358,156	70.7	60,235	16.8
7	390,631	107,568	27.5	44,383	41.3	397,804	125,468	31.5	47,710	38.0	405,109	146,347	36.1	36,125	24.7
8	319,445	122,065	38.2	44,116	36.1	323,026	136,739	42.3	45,759	33.5	326,647	153,177	46.9	40,888	26.7
9	273,057	93,340	34.2	38,021	40.7	280,675	107,264	38.2	44,495	41.5	288,508	123,265	42.7	37,446	30.4
10	296,498	117,978	39.8	40,268	34.1	305,994	133,528	43.6	41,198	30.9	315,794	151,128	47.9	32,226	21.3
11	356,371	143,164	40.2	51,593	36.0	366,498	163,136	44.5	57,308	35.1	376,913	185,894	49.3	50,469	27.1
12	246,357	86,917	35.3	23,856	27.4	253,628	108,853	42.9	31,425	28.9	261,114	136,325	52.2	21,187	15.5
TOTAL	4,887,684	2,090,073	42.8	617,926	31.7	5,189,742	2,263,620	42.6	641,086	28.3	5,593,826	2,504,785	44.9	536,023	22.1

Source: MECS Statistical Bulletin

As shown in Tables 4.7.1 - 4.7.3 the distribution of high schools per region shows that Region 4 has consistently had the highest total high school number for the years 1987 - 1989, with Region 2, Region 9 and Region 12 as the last. The growth of local government high schools alone, excluding BHS is highest in Region 4, followed by Region 12, with Region 2 consistently having the least. On the whole, barangay high schools account for the largest percentage of local high schools in Region 9 and next in Region 1, followed by Region 5.

Table 4.7.1 HS Distribution 1987

Region	Total HS No.	NG HS No.	LG HS No.	LG HS No.	BHS No.	%BHS /LGHS	%BHS/ Total	Private HS No.	Voc. HS No.
NCR	347	15	107	104	3	2.9	0.9	225	2
1	634	82	369	366	323	88.3	50.9	213	27
2	270	75	81	78	66	84.6	24.4	114	41
3	456	48	212	209	189	90.4	41.4	196	19
4	776	73	393	390	360	92.3	46.4	310	32
5	423	50	265	262	219	83.6	51.8	143	25
6	530	111	270	267	228	85.4	43.0	149	36
7	383	22	170	167	139	83.2	38.3	171	7
8	376	83	205	202	177	87.6	47.1	88	60
9	241	47	124	121	120	99.2	49.8	70	20
10	374	45	179	176	130	73.9	34.8	150	17
11	357	36	166	163	136	83.4	38.1	155	23
12	242	29	130	127	100	78.7	41.3	83	13
TOTAL	5394	716	2611	2608	2189	83.9	40.6	2067	322

including BHS excluding BHS

Table 4.7.2 HS Distribution 1988

Region	Total HS No.	NG HS No.	LG HS No.	LG HS No.	BHS No.	% BHS / LGHS	% BHS / Total	Private HS No.	Voc. HS No.
NCR	333	13	91	91	0	0.0	0.0	229	2
1	634	82	339	16	323	2018.8	50.9	213	27
2	273	76	81	16	65	406.3	23.8	116	43
3	461	47	215	27	188	696.3	40.8	199	19
4	794	73	390	32	358	1118.8	45.1	331	34
5	432	51	238	18	220	1222.2	50.9	143	26
6	530	111	270	42	228	542.9	43.0	149	36
7	362	20	174	33	141	427.3	39.0	168	10
8	353	84	197	26	171	657.7	48.4	72	63
9	242	47	125	4	121	3025.0	50.0	70	20
10	374	45	179	49	130	265.3	34.8	150	17
11	346	36	154	30	124	413.3	35.8	156	22
12	276	33	136	30	106	353.3	38.4	0	13
TOTAL	5410	718	2589	414	2175	525.4	40.2	2103	332

Including BHS excluding BHS

Table 4.7.3 HS Distribution 1989

Region	Total HS No.	NG HS No.	LG HS No.	LG HS No.	BHS No.	% BHS / LGHS	% BHS / Total	Private HS No.	Voc. HS No.
NCR	320	11	77	77	0	0.0	0.0	233	2
1	634	82	311	1	332	46178.9	50.9	213	27
2	276	77	81	3	54	1950.5	23.2	118	45
3	466	46	218	3	188	5381.3	40.1	202	19
4	812	73	387	3	365	13559.0	43.8	353	36
5	441	52	214	1	226	17871.4	50.1	143	27
6	530	111	270	7	228	3451.0	43.0	149	36
7	361	18	178	7	144	2193.4	39.6	165	14
8	331	85	189	3	184	4936.6	49.8	59	66
9	243	47	126	0	122	92268.8	50.2	70	20
10	374	45	179	14	126	952.9	34.8	150	17
11	335	36	143	6	127	2047.6	33.7	157	21
12	315	38	142	7	105	1585.5	35.7	0	13
TOTAL	5439	721	2516	134	2201	14796.7	38.1	2013	344

Including BHS excluding BHS

The data on the growth of the different types of schools within the three-year period as shown in the three tables above - Tables 4.7.1 - 4.7.3 - can be summarized in the following.

1. A favorable growth rate of barangay high schools can be seen in some regions and not in others.

2. The number of barangay high schools occupy an increasing large percentage of the local government high schools in every region

3. On the whole, the percentage of BHS over total high schools has declined for the period.

4. The percentage of barangay high schools over the total schools has declined over the period.

5. The growth of private high schools has shown an up-and-down curve in almost all of the regions within the three-year period.

6. From 1985, the vocational high schools have shown a consistently increasing rate of 2.5 % in 1987, 3% in 1988 and 3.2% in 1989.

Table 4.8 indicates the trend in the regional education budget allocation and high school aid per region.

Table 4.8 HS Budget '87-'89

Region	1987			1980			1989	1,990
	Total Educ. B.	HS Aid	per capita cost	Total Educ.B.	HS Aid	per capita cost	Total Educ. B.	TOTAL ED. B.
NCR	1,270,882	18,615	61	906,019	178,190	56	2,018,729	2,334,957
1	990,965	213,538	1,069	1,020,002	215,719	1,696	1,333,696	1,820,673
2	472,562	149,812	1,742	626,867	161,200	1,929	430,005	868,226
3	916,178	139,981	771	1,028,637	143,789	675	783,587	1,683,268
4	1,336,940	230,256	903	1,455,816	197,381	951	1,547,436	2,456,324
5	780,880	1,312,280	844	953,288	1,582,890	864	2,165,829	1,434,690
6	1,164,362	252,110	1,065	1,334,847	272,194	935	1,374,080	2,139,251
7	642,214	40,505	377	753,789	35,304	381	2,046,531	1,179,922
8	671,861	140,777	1,153	823,713	178,951	1,309	1,097,592	1,234,392
9	551,384	351,282	866	649,674	93,770	874	1,186,835	1,013,042
10	610,253	105,358	893	655,856	118,049	884	908,865	1,121,201
11	659,626	96,657	675	654,117	97,644	696	1,000,955	1,211,913
12	550,844	59,118	680	212,159	64,767	659	1,102,549	1,012,050
TOTAL	10,618,951	3,110,289	794	11,074,784	3,339,848	775	16,996,689	19,509,909

Per capita cost refers to the regional allotment for students in the high school level.

Source: Gene. Appropriations Act, 1989, MEC\$ (In pesos)

The data in the table above indicates that regional budget allocation for education is largest in Region 4 in both 1987 and 1988, and lowest in Region 12, although not with a big gap, for the same years. This is in line with the government policy of decreasing interregional disparity in educational access. In spite of this however, the resulting per capita cost/input for the same years is highest in Region 2. This is affected primarily by the regional enrollment number. Regional education budget for 1989 is available but in as much as data on high school aid allotment could not be obtained, per capita cost could not be computed. From the available data in 1989, it can be said that the government is spending the highest education budget for Region 5 and Region 7. Region 12 which used to receive one of the lowest education budget has shown a favorable increase of attention in this regard. Meanwhile, Region 2 consistently ranked as the least education budget recipient for the three year period.

The trend in educational budget allocation in Region 4 compared to that of the National budget allocation is summarized in Figure 4.3 below.

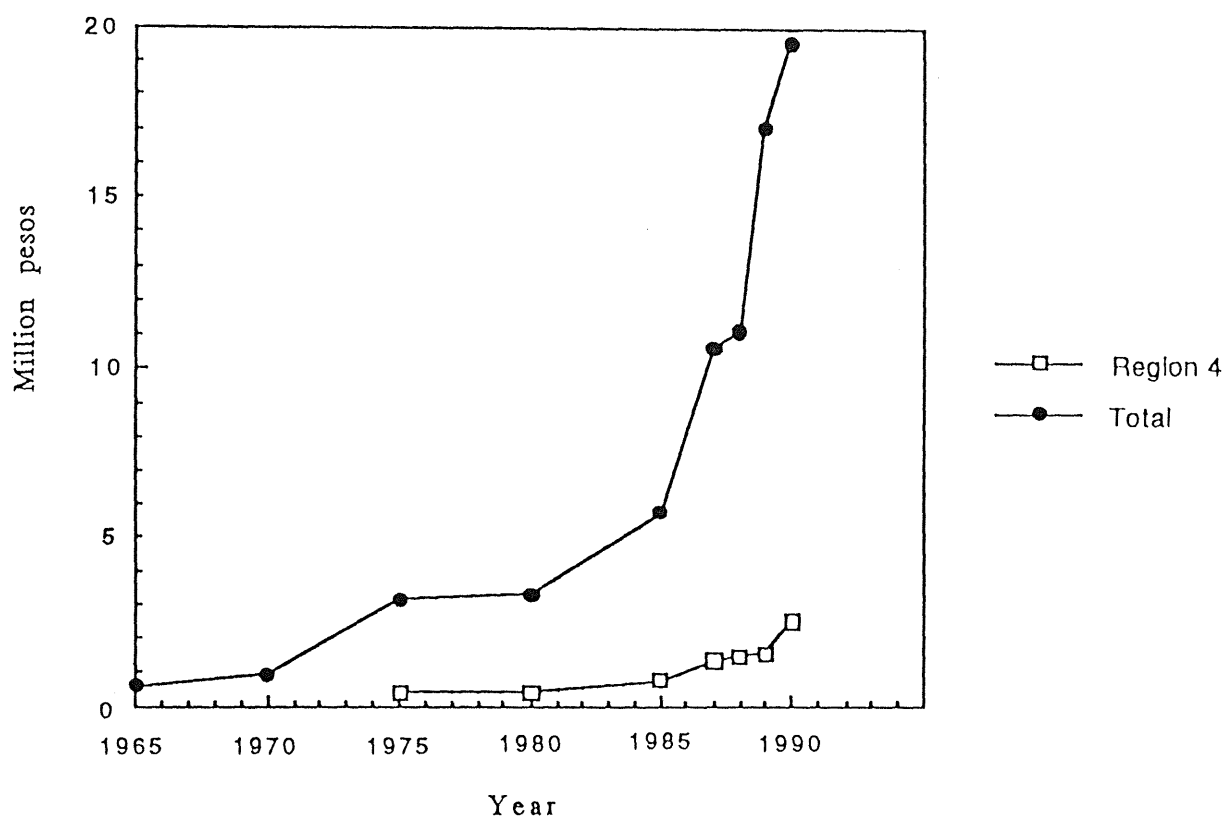


Fig. 4.3 Trend in the Growth of Education Budget :
Total National and Region 4

The same trend of regional educational budget allocation can be seen in the data for 1990. Region 4 receives the highest allotment followed by Region 6, while Region 2 obtains the lowest budget share.

Distribution of high school teachers, as shown in Table 4.9 below, indicates a similar consistent trend as that of the growth rate of enrollment in some regions, but not in others. For instance with the highest overall high school enrollment within the three years period, NCR recorded the highest number of high school teachers. In some regions, like Region 9 and Region 11, proportion of high school teacher increase does not match the growth of in-school youth.

Table 4.9 HS Teachers '87-'88

Region	1987	1988
NCR	11,748	12,469
1	5,117	5,432
2	3,780	4,012
3	2,307	2,449
4	3,786	4,018
5	2,647	2,810
6	4,333	4,599
7	4,355	4,622
8	2,969	3,151
9	1,703	1,808
10	2,326	2,468
11	1,605	1,704
12	2,028	2,153
TOTAL	48,704	51,695

Source: MECS Statistical Bulletin

PART III: NATIONAL CONCERN TOWARDS THE BHS SYSTEM

4.3.1.THE STATUS OF BHS ON THE NATIONAL/ MINISTERIAL LEVEL

The following section presents the chronological rules and regulations that have been released for the purpose of regulating the functions of the barangay high schools to suit national development goals. Before this however, there is a need to view the system against the legal documents as backdrop of the major educational reforms that have altered its form and structure directly and otherwise. These are: (1) Presidential Order No.189 ordering for the Nationalization of teachers in all high schools first, and the subsequent control and nationalization of all existing public high schools, including barangay high schools, and the (2) Secondary Education Development Program of 1989.

4.3.1.1.National Policies on Barangay High Schools: Within The Legal Bases of the Present Educational System

The legal bases of the present educational system rest on seven fundamental documents: (1) the New Constitution of the Philippines, (2) The Education Code of 1982, (3) The Medium Term Plan of the Country, (4) the Educational Plan of the Philippines, (5) The Revised Curriculum of Elementary Education, (6) the Secondary Education Development Program, and (7) Legal Basis of Tertiary Education, Vocational-Technical and Continuing Education.

Among these items, (2) has already been discussed in Chapter 4, (3) has been presented in the first part of this chapter, (5) and (7) do not

directly relate to the present purpose. Thus, only (1), (4) and (6) will be discussed briefly below.

The New Constitution. In response to the people's clamor for fundamental reforms for education, the following new provisions on education were promulgated, and adopted in the New Constitution ratified on February 2, 1987.

Section 2. The State shall:

(1) Establish, maintain and support a complete, adequate and integrated system of education relevant to the needs of the people and society.

(2) Establish and maintain a system of free public education in the elementary and high school levels.

(3) Establish and maintain a system of scholarship grants, students loans programs, and other incentives which shall be available to deserving students both in the public and private schools, especially the underprivileged.

(4) Encourage non-formal, informal and indigenous learning systems, as well as self-learning and out-of-school study programs, particularly those that respond to community needs.

(5) Provide adult citizens, the disabled, the out-of-school youth with training in civics, vocational efficiency and other skills.

The Educational Plan of the Philippines The contents of this plan have already been discussed in the section on national educational goals, policies and strategies above; thus it will not have to be repeated here.

Curricular Reforms under the Secondary Education Development Program

(SEDP): The Secondary Education Curriculum for 1989.

The Rationale for the SEDP.

The SEDP is a response to the need to continue pupil development started by PRODED, to research findings indicating a need to improve student performance in science, math and communication arts, to findings that ineffective teaching, inadequate facilities and instructional materials contribute to unsatisfactory students performance, and to the need to improve policy making and increase the internal efficiency of the system.

The Goals of the SEDP.

The SEDP aims to improve the quality of secondary graduates and the internal efficiency of the system, expand access to quality secondary education, and to promote equity in the allocation of resources especially at the local level.

The Components and Strategies to Implement SEDP Goals.

SEDP covers curriculum development, staff development and physical development. The proposed curriculum content and structure will be discussed in a related section on barangay high schools.

To implement The SEDP goals, the following strategies were to be implemented:

(1) to improve quality of education, SEDP will focus on curriculum reform, provision of quality textbooks, research studies on NCEE and barangay high schools, etc.

(2) to effect efficiency in the system, SEDP will focus on research studies on school location and distribution, financing schemes, training administrators, and strengthening of sector management and evaluation system,

(3) to expand access to the sector, the SEDP will expand school building programs, the service-contracting scheme, and alternative delivery systems, and

(4) to insure equity in the system, the SEDP will focus on school buildings for local high schools, equipment provision and technical assistance for disadvantaged areas.

Republic Act No. 6655, "An Act Establishing and Providing for a Free Public Secondary Education", was enacted in Congress in July 27, 1988. The act defines free public secondary education as: "all students enrolled in secondary course offerings in national high schools, general comprehensive schools, including city, provincial, municipal and barangay high schools, to be free from payment of tuition and other school fees. The Act also provides that the implementation of the Free Plan will commence in SY 1988-89, enjoins the DECS to formulate a Secondary Education Curriculum in order to upgrade its quality, efficiency and access.

4.3.1.2 Rules and Regulations from the Ministry

DECS Order No. 25, s. 1986, "Upgrading Standards and Quality of Education in Barangay High Schools", enjoins all regional directors and schools superintendents to make a survey of all existing barangay high schools, and enforce compliance with rules and regulations. Because of the consistent low scores of BHS Students and graduates in NCEE and achievement tests, and in keeping with the present thrust of quality education, the BHS system was to be upgraded.

Executive Order No.189, "Public Secondary School Teachers Under the Administrative Supervision and Control of the DECS", places all public high school teachers under the direct control and supervision of

the DECS, their appointment be made in accordance with the rules and regulations applicable to government employees, and the compensation paid in accordance with the rates prescribed for the national teachers.

DECS Order No. 62, s. 1987, " The Teaching of the 1987 Constitution in All Schools", prescribes that the New Constitution be taught in all schools including elementary and high schools, with the scope and treatment to be adapted to the respective educational levels.

DECS Order No. 69, s. 1987, "Moratorium on the Establishment and Creation of Barangay High Schools", provides that barangay high schools are temporarily banned from being established until the problems in the operation of these schools will have been resolved. The Order stipulates that while the number of barangay high schools has increased through the years due to the demands of local communities for secondary education, it was saddening to observe that the quality of instruction in most of these schools has suffered. Regional Directors were enjoined to form a task force to conduct an evaluation of existing BHS the results of which were to be used for further decisions of the DECS regarding these schools.

DECS Order No. 1, s. 1988, "Creation of SDEP Committee". For the efficient and effective implementation of SDEP, this DECS Order stipulates the creation of SDEPC, a committee responsible for policies related to SDEP, its overall implementation and guidelines on SDEP implementation. It also specifies the committee members and their functions.

DECS Order No. 44, s. 1988, "Rules and Regulations Governing the Implementation of the Public Secondary Education Act of 1988", provides the rules and regulations for the implementation of the free secondary education promulgated by RA No. 6655. The Order defines Nationalization, describes the features of the curriculum that is in line

with quality education, and stipulates the realignment and transfer of funds for the new financial requirements of the program.

DECS Memo No. 114, s. 1988, "Free Secondary Education and the Educational Service Contracting Scheme", specifies the guidelines to be observed in the ESCS.

DECS Memo No. 203, s. 1988, "Leadership Training for Barangay High school Principals/ Secondary Head Teachers", stipulates the dates of such training program, and defines its overall objective as: to ensure efficient and effective implementation of the Secondary Education Development Program (SEDP), as well as the objectives of such training program

DECS Order No. 83, s. 1983, "Implementation Guidelines for the CY 1988 Capital Outlays for the Repair of Buildings in Newly Nationalized High Schools";, prescribes the specific guidelines to efficiently and effectively administer and utilize capital outlay releases for the repair of newly nationalized high schools.

DECS Order No. 93, s. 1988, "Guidelines in the Administration of Funds for CY 1988 for the Maintenance and other Operating Expenditures of Newly Nationalized Schools", stipulates that the Regional Director allocate in full the funds for maintenance and other operating expenditures to all nationalized high schools. It further states that the allocation of funds shall be made on a pro-rata basis using the enrollment as the basic criterion.

DECS Order No. 6, s. 1989, "Guidelines and Procedures on the Site Requirements for the Construction of School Buildings and other School Facilities". This Order presents the guidelines that have been adopted on site requirements for the purchase and construction of school buildings in compliance with the existing administrative laws and to avoid legal and administrative complications.

4.3.1.3. Regulations from the DECS Regional Office

One of the first objectives of this research was to trace the flow of educational policies in general and BHS in particular, and their implementation from the national to the regional level. Unfortunately however, Regional Orders prior to 1987 could not be obtained. In this section, some of the few available ones will be presented, in relation to some of the DECS Memos, Orders discussed above.

Regional Memo No. 81, s. 1987, "Organization of a Division Task Force to Evaluate Barangay High Schools", was released by the Regional Director of Region 4, enjoining school division superintendents to form a task force to conduct an evaluation of the status of barangay high schools.

Regional Memo No. 93, s. 1987, "Organizing the RSEDP Network for Region 4", describes the creation of a network for the Secondary Education Program in Region 4 to insure the involvement of all concerned in preparation for its implementation. It indicates a list of the respective missions, and their functions.

Regional Memo No. 10, s. 1988, "Seminar on the Teaching of Values in Region 4", stipulates the holding of a seminar for administrators and teachers necessary for the teaching of Values Education, in line with the government's thrust of integrating values education in the school curriculum.

Regional Memo No. 13, s. 1988, "Expansion of the Educational Service Contracting Scheme", describes the mechanics of implementing the Educational Service Contracting Scheme, one of the national measures adopted to widen access to high school education in the present government.

Regional Memo (No. missing) s. 1988, "Educational Plans and Targets of Secondary Education (1988-1989)", provides that, Region 4

urges plans for the schoolyear to be geared towards providing relevant and quality secondary education with the end view of promoting national unity and progress.

Regional Memo No. 80, s. 1988, "NFE Catalogue of Modules, Courses and Guides Development in Region 4". In line with the DECS thrust to expand nonformal services, DECS Regional Office of Region 4 has conceived of formulating a regional catalogue of modules, Course Guides and other NFE related materials. The catalogue shall provide ready reference materials to users, give information for future policy or decision-making.

Regional Memo No. 6, s. 1989, "1988-1989 Inventory-Achievement Tests for Fourth Year Students", enjoins school administrators to conduct an achievement test to all fourth year high school students, to determine their progress in learning. Barangay High Schools were no exemption. Unfortunately, this data could not be obtained.

Region Memo No. 126, s. 1989, "Monitoring Report on SDEP Implementation", provides the guidelines and format to be used to evaluate the extent of implementation of SDEP beginning 1989.

PART IV: IMPLICATIONS OF DEVLPT. THRUSTS ON THE BHS SYSTEM

4.4.1 POLICY IMPLICATIONS ON THE ACTUAL STATUS OF THE BARANGAY HIGH SCHOOLS

This section is an attempt to describe the changes in the BHS system after it had passed through the various socio-economic and political transitions in the country's history. Discussions on the statistical growth of these schools are based on available national data. On the other hand, the results of the survey conducted were used for specific feature analysis of the system, because of the dearth of compiled materials for research on account of the very recent nature of the present period.

Like in the previous chapters, the contents of this section are presented in the following order:

1. Investigation on the changes effected by the economic and educational reforms in the features of the BHS system at present focussing on the (1) numerical increase of the schools and their enrollment, (2) curriculum structure and content, (3) BHS financing, (4) parental and community support, and

2. Evaluation of the Implications of the changes in the features of the system based on: (1) the performance of BHS students, seen through (a) the achievement and scholastic test results (b) the NCEE performance of the BHS graduates , and (2) the attainment of BHS objectives, seen through the status, whereabouts and performance of its graduates. Record on the performance of the BHS system particularly on the performance of students and graduates have been extremely difficult to get hold of, primarily because of a lack of data compilation.

4.4.1.1. National Socio-Economic Policies and BHS Expansion

Quantitative Growth of BHS in general

As can be seen in Table 4.6, in 1987, total BHS enrollment decreased by approximately 10% from 1985. Nevertheless, it comprised 30% of the total in-school youth, with the highest enrollment registered in Region 4 and the lowest found in Region 2. Growth rate of enrollment continued to increase at a tremendous rate of 96% from 1987 to 1988. The quantitative growth of BHS enrollment within the three periods compared to the total national high school enrollment is summarized in the figure below.

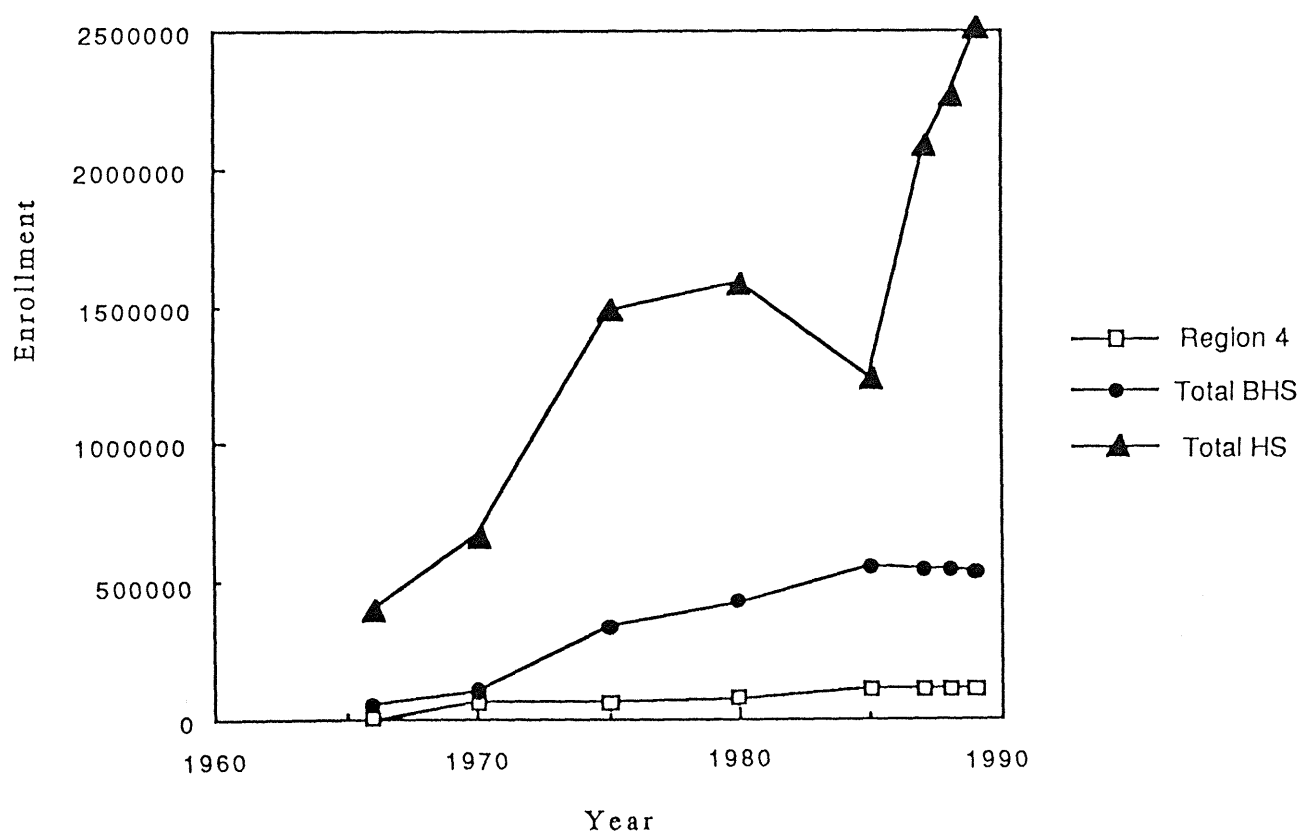


Fig. 4.4 Trend in the Growth of High School Enrollment :
Total National, Total BHS and Region 4 BHS Enrollment

Meanwhile, barangay high school number showed a slight decrease from 1985 to 1989. This is shown in Tables 4.7.1 - 4.7.3.

Although a slight decline can be seen in the percentage of BHS over the total regional high schools, on the whole, they constitute an approximately 40% of the total established public high schools in the regions.. The number of barangay high schools compared to the number of local government schools is far greater than before 1986. In 1987, the region with the highest number of barangay high schools compared to local schools is Region 9, followed only by Region 4. However, Table 4.7.3 shows that barangay high schools in Region 4 were highest in number followed by Region 1. Consequently, they accounted for more than 50% of the established public schools in Regions 1 and 3. The numerical expansion of barangay high schools compared to the total public high schools is summarized below.

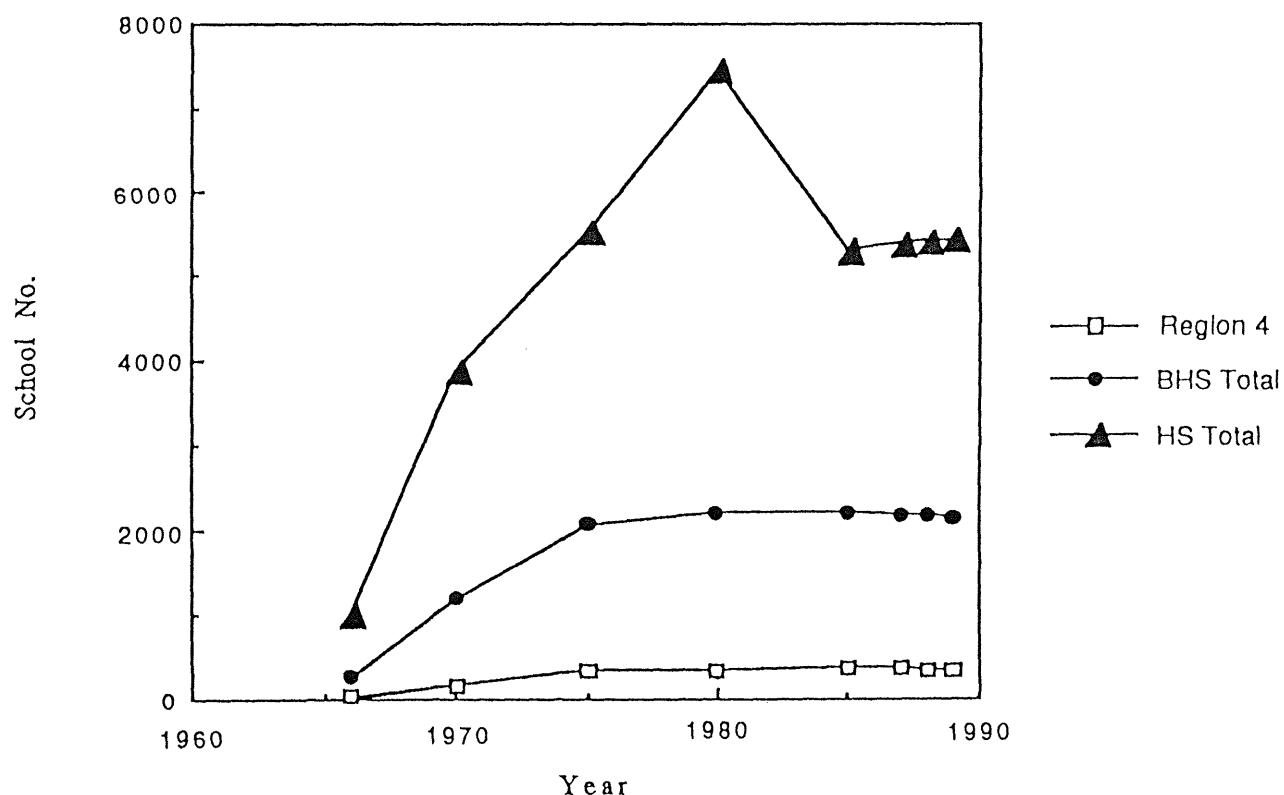


Fig. 4.5 Trend in the Growth of High School Number
Total National, Total BHS and Region 4 BHS

The long-term effects of national policies for economic and social reforms and development following the change of political administration in 1986 on the present BHS system can not yet be strongly felt. It is important, however, to recognize that unlike the two previous historical stage of the system, the growth of the barangay high schools showed a constant, but not an upward increasing trend both on the national and regional level as in the case of Region 4. Much of this can be attributed mainly to the major educational policies that have been implemented since 1986 and will be presented in Section 4.4.1.3 below. This difference in the direction of the numerical expansion of the schools can only be partially, if at all, attributed to the government efforts to reform the ills in the present economy brought about by the previous government. Some of those that may have indirect bearing on the numerical growth of the barangay high schools will be mentioned here.

One of the pressing problems that confronted the country in the middle of the decade was the relative neglect of agriculture and the effects of urban bias in the allocation of financial, manpower and physical resources which resulted in the geographically uneven distribution of natural resources. The strategy adopted by the government stemmed from the economic policy of setting the stage for economic recovery and sustained long-run growth, particularly on the alleviation of poverty. Consequently, the government has implemented a rural-based development strategy realizing that two-thirds of the population live in the rural areas and largely dependent on agriculture for livelihood.

The concrete steps taken to implement the policy on rural development, the creation of more employment opportunities focussed on the rural areas can be said to be the main factors in the slow and steady expansion of barangay high schools in the last four years. On the other hand, the implementation of social development policy concerning the

field of education proved a negating - if not a stifling - element. This involved the concern of the present government on equitable access to quality education. The present policy likewise prescribes that the education budget be reallocated away from the quantitative expansion and towards qualitative input, and that priority be given to improvement, and not enlargement of schools, particularly in the elementary and high school levels.

4.4.1.2. National Socio-Economic Policies and BHS Features

(1) The BHS Curriculum from 1986

The changes in the content of the curriculum of barangay high schools are the effects of both the national policies towards economic recovery and sustained growth and educational development efforts towards quality and improved instruction. Nevertheless, the implications of the latter are more strongly felt than those of the former. This will be discussed in Section 4.4.1.4, as was mentioned above. As will also be pointed out later, the present curriculum being implemented in the barangay high schools is the prescribed program under the RSEP of 1974. What will only have to be reiterated here is that the new curriculum provides for the inclusion of the values education as a separate subject aims to produce citizens equipped for effective participatory citizenship and to inculcate the value of human right. This new component and likewise the inclusion of technology as a visible component of the different subject areas reflect the economic goals of the present political administration. One of the essential features of the new curriculum is that while being student-centered, it is at the same time community-centered, and it aims to produce secondary education graduates who are work and productivity-oriented. Supplementary efforts to accomplish this goal can be said to include the government's launching of a Community Employment and Development Program that will generate one million additional jobs, and encouraging entrepreneurship and self-employment with credit support. How long this program of support will last to sustain the needs of the BHS graduates with the full implementation of the proposed curriculum is still hard to judge.

Thus, on paper, the proposed New Curriculum, while sounding off the original objectives of the BHS system, is an imposition of government

directive. It does not specify the rural and community-centered aspects which the curriculum should possess. The barangay high school teachers and students are therefore left on their own to revise the Technology Courses and modify their curriculum according to rural needs.

For the administrators and teachers of barangay high schools in Region 4, this means conducting intensive development training seminars one of the central parts of which is Curriculum Development. At present, the objectives and activities of the Curriculum Development Seminars include the task of integrating the different government thrusts and inclusion of issues in the different subject areas. An example of the series of seminars being currently conducted for barangay high schools is attached in the Appendix.

(2) Parental and Community Participation in the BHS System

We have seen in the discussions in Section 4.1.2.2 that the national government has adopted specific regional development strategies in consideration of the peculiar traits of each region. In the case of Region 4, efforts have been focussed on the rural/ agricultural sector through agro-modernization. The provinces in the growth-corridors close to Metro-Manila will be developed by providing infrastructure support that will strengthen linkages with Metro-Manila. The overall strategy for agro-modernization for this area means to promote commercial production of perishable high value crops and livestock. These provinces are to be transformed into program areas to promote tourism and expansion of commercial centers, while at the same time promoting agricultural production. The provinces in the inland areas - the island provinces - will be developed in the areas of mining, forestry and fisheries, and agro-modernization will be less capital-intensive and more of labor-intensive to increase employment and minimize rural-urban migration. On the whole,

to spur economic activity and increased productivity of low-income families, assistance are to be provided through small-scale constant projects. Direct assistance has been provided to local government units to ensure capability to undertake project activities.

All these efforts meant increase in regional productivity and income, and the effects of these on the economic status of the families and of the region as a whole have been presented in Section 4.1.2.1 and Section 4.1.2.2. They could have been interpreted as stimulating factor to rural households to send their children to school as in the case in the second period of BHS growth shown in the previous chapter. These national socio-economic aims, when translated into practice and implemented in the rural areas, could activate the parents and community in their involvement in the affairs of the barangay high schools. The different growth trend manifested by the schools in the third period meant something else. It reflects more the efforts to improve education rather than those to improve the economic condition of the country.

(3) BHS Financing

The financing system of the BHS system has been altered with the adoption of the Free Secondary Education Scheme in the third period. This will be discussed in detail below in as much as it falls under the area of Educational Policies rather than under Economic Thrusts.

4.4.1.3. National Educational Policies and BHS Expansion

The discussions above on the expansion of barangay high schools and their relation to the socio-economic thrusts of the period indicate that these schools have shown a downward trend both in the regional as well as in the national level. Nevertheless, it still accounted for 45% of the total public high schools in Region 4, and a large % of the number of local government schools in the region in 1988, the schoolyear the Free Secondary Education Plan was implemented nationwide. In the following year, and the most recent data that could be obtained, the number of these schools slightly increased in Region 4. Thus, comparatively the percentage of barangay high schools over the total number of local public high schools has increased as a consequence of the decrease in the number of secondary schools being constructed by the local government, following the Nationalization Plan. Likewise, the number of national high schools in the region remained the same.

As to enrollment, the number of students enrolled in the barangay high schools has shown a gradually decreasing trend since 1987.

Numerically, the decrease might be a sad indication of the growth the schools. This is an inevitable aftermath of the government move to place all high schools under its control, which is followed by the Free Secondary Plan. But the government's goal is towards improving the standards of instruction of schools in general and of barangay high schools in particular. Thus, looking at it from the point of view of raising the quality of instruction in these schools, the move and its implication on the quantitative increase of the schools may be considered far from saddening.

In form however, the original barangay high schools can be said to have stopped increasing. In function, as we have and shall point out more in the section on Curriculum, Financing and Parental Control, the original

BHS system has also been altered. It is sometimes confusing to note that although the schools are still allowed to retain their name, as the names indicate the location or the barrio/barangay where the schools are located, they have taken the form of and have started to function like those of other high schools under the direct administration of the national government through local administration.

The findings on the numerical growth of the barangay high schools in this section has brought another dimension to the theory of educational access that this paper has been working on. In Chapter 2 and Chapter 3, it was revealed that the quantitative increase in the number of these schools and the subsequent enlargement in their enrollment imply an enlargement of the system's capacity to accommodate more students. A different trend - the reverse - was manifested in the numerical growth of these schools in the third period, that is, a decreasing trend. This change further implies, by the theory, a restriction in the capacity of the system to provide more seats to students, thereby limiting its ability to provide greater educational access.

But then again, the concern of this paper does not stop at the numerical aspect of expansion. It considers likewise the other dimensions of the theory which have already been discussed time and again, and which will be presented at the end of the following section.

The socio-economic policies adopted by the national government to increase the income of the rural families were successful in increasing the financial capacity of the parents. By implication this meant a greater capacity of the rural households to send the children to schools. Ironically, however, these financial circumstances did not produce a

corresponding increase in the number of student in barangay high schools during the third period.

The main factor that can be attributed to this was the educational reforms implemented which served to counter-act the socio-economic policies of the period. Government efforts toward improvement, not enlargement, of education, particularly the implementation of the Free Secondary Plan and the Nationalization Plan, have stronger influences on the expansion of the barangay high schools rather than the socio-economic thrusts.

4.4.1.4. National Educational Policies and the BHS Features

(1) BHS Curriculum

(a) Result of Document Analysis:

With the current emphasis on quality instruction particularly in the high school and elementary levels, -although the present curriculum being implemented in the barangay high schools is still the curriculum being implemented in the Revised Secondary Education Program of 1972 - the gradual and phased adoption of the new curriculum under the Secondary Development Education Program reflects a complete change in the structure and content of BHS curriculum. It will become a manifestation of the direct goals of the government - no different from that of other regular and academic high schools.

To illuminate the difference between the original curriculum content in the previous two periods and the revised course of study in the current stage of BHS development, I shall now present the features of the new program.

The main structure of the proposed curriculum is cognitive-affective-manipulative-based. These three main areas are translated into nine subject area curriculum components which are to be programmed in a forty-minute daily schedule or a six-hour school day.

Other significant features of the program are the inclusion of values education as a separate subject and technology as a visible component of the different areas.

The curriculum is a four-year program. The main rationale is that the present economic situation of the country does not warrant a longer formal secondary education period.

One of the areas the Secondary Educational Development Program was designed to reform was the secondary curriculum of RSEP which had

been implemented since 1972. It has often been claimed that the latter needs to be strengthened in the following areas: (1) strengthening acquisition of knowledge, habits and attitudes, (2) producing secondary education graduates who are work and productivity-oriented, (3) developing students' critical and analytical thinking skills, (4) developing the total human person with a set of universal and Filipino values, and (5) producing citizens equipped for effective participatory citizenship.

One of the findings of the 1983 survey of NEDA, NMYC and MECS revealed that BHS teachers, administrators were in need of training of teaching methods and techniques, in the preparation and use of teaching devices and evaluation and supervisory skills.

The features of the New Curriculum are: (1) student-centered and community-centered, (2) values education offered as a separate subject, aside from integrative teaching with other subjects (3) work experience concepts which are integrated with values education and Technology and Home Economics. On the whole, emphasis was on critical thinking to promote productivity at all levels.

As the new secondary curriculum under the Secondary Educational Development Program will be fully implemented by 1993, the present curriculum being followed in barangay high schools is the RSEP of 1972. The 1972 Revised Secondary Program has been discussed in the previous chapter and a copy is attached in the Appendix; what will be presented now are the results of the questionnaire on the study of barangay high school curriculum.

(b) Questionnaire Results:

The results of the questionnaire indicate that the respondents feel both the emphasis on the academics as well as the integration of both the academics and the vocational in the present high school curriculum. It is

hard to speculate on the reasons for this mixed feelings, but a couple of reasons may be thought of.

First, the survey results show that the curriculum under the Revised Secondary Education Plan (RSEP) of the 1970's still continues to be used. Thus both teachers and principals claim that the curriculum during the third stage is more academic than vocational.

Secondly, on paper the new curriculum prescribes for the inclusion of more academics in the high school curriculum, not excluding the barangay high schools. This may have caused more the respondents to feel that the present BHS curriculum is inclined to the academics. Simultaneously, at this stage when the curriculum under the SDEP is still in its gradual phase of implementation, the teacher and principal respondents may have felt the demands for skill-oriented and productivity-oriented subjects in this new course of instruction. As we have seen in the discussions above and as will be mentioned below, this is line with the present government thrust on establishing closer linkage between schools and the community. Thus, the respondents feel that with the implementation of the SDEP the curriculum of BHS has become an integration of both the academics and vocational subjects.

(2) Parental and Community Support

(a) Result of Document Analysis:

This section on the role and degree of parents and community participation in the management of Barangay high schools continues the discussion left off at the same section in Chapter 2.

Aside from the major role of financing the BHS, as it appears in the previous periods, the barrio was actively involved in the acquisition of BHS site and establishment of BHS itself. This role has been altered at the

present period. Why and how it happened will be discussed briefly in the following paragraph.

Prior to the nationalization of BHS, the parents and Bo. Council, and other community members had the prime responsibility of looking for a site, or arranging for the use of an elementary building. One of the major programs that come with nationalization is the schoolbuilding program. The SBP is a component of the larger National Infrastructure Program. At present, it focuses on public secondary schools. Although the fiscal allotments of the SBP are integrated in the annual appropriations of the Dept. of Public Works and Highways, it is regarded as a joint program of the DEC, Dept. of Local Govt. and Dept. of Budget and Management. Simply stated, the Department of Education provides for the construction of schoolbuildings and classrooms whose number are specified by department order, provided the barangay high school has already acquired a school site - of 1 hectare - of its own. Thus, the role of the rural community has been decreased to that of providing a school site, for the DECS to establish the schoolbuildings and classrooms necessary.

(b) Questionnaire Results:

Although the result of questionnaire indicates that majority of the BHS are still located within elementary grounds, many have already established a building of their own. With the schoolbuilding program at present, the role of the rural community has been decreased.

A copy of the Program of BHS Activities, attached in the Appendix, reveals that the community- such as the barangay officials - are still very much involved in various programs, repair and maintaining facilities, and holding fund-raising campaigns for additional income when needed.

By the third period of BHS development, teachers claim that the role of the parents and the barrio have become mainly that of looking for additional facilities and equipment that need to be improvised. On the other hand, according to the responses of the principals, the role of the parents shifted from the major role of financing the schools to that of purchasing the necessary equipment and searching for necessary contributions and donations.

For the teachers, the change of barrio council role is from construction of BHS in 1972 - 1986 to the task of looking for equipment that need to be improvised in the present period. For the principals, the barrio council shifted role from that of BHS construction to other minor ones such as looking for Vocational and Practical Arts experts.

As to the role of the community leaders, the respondents unanimously claim that while their role was mainly to look for materials that need to be improvised in the second period, it shifted to that of purchasing the necessary materials, equipment and tools of the school.

The teachers' and principals' perception of the parental and community participation on BHS endeavors can be further gleaned from their responses to the question of: "What were the characteristics that made the BHS survive from its earliest beginnings." The most frequent item that came out was parental and community interest and support, financial and otherwise, as well as participation in the administration of the physical environment of the BHS.

(3) System of Financing: Type and Source of Funding

Financing the barrio high schools varies according to the social demands of the period. The Nationalization of barangay high schools which was necessitated by the implementation of the Free Secondary Education Plan, stipulates that in terms of financing the national

government shall be responsible for the payment of teachers' salaries, allowances and other fringe benefits of the barangay high school teachers.

Furthermore, the involvement of the national government in terms of financing the BHS system has been expanded with the implementation of the National Infrastructure Program mentioned in the section above on parental and community participation. Compared to the previous two periods when the local community was mainly responsible for providing the site and constructing the school building, in areas where there were no elementary schools, the new program prescribes that the national government provides for the construction of the barangay high school building in the condition that the local community has acquired a land of 1 hectare to build the high school in.

Questionnaire results indicated that approximately 95% of BHS budget comes from the national government. Of the remaining, 1% comes from the parents, about 10% from the community and a very minimal amount from the local government.

In what form the parents provide assistance in terms of financing is revealed by their responses to question 22. The role of the parents in BHS financing was unanimously reported as being that of purchasing the necessary equipment and additional facilities. Why this was so, was answered during interviews with teachers and principals. Other equipment like lockers, chairs - as well as bell - which will take months to request are donated by parents and the barrio community.

Furthermore whereas in the first period when funds for the textbooks and other school supplies and equipment were the main responsibility of the community, they were partially supported by the local government and through national appropriations to local

government schools in the second period. At present however, these are provided by the national government.

Financial support of parents group also comes in the form of providing fund resources for the school's activities and projects. An example of this can be seen in the form on "School Action Plan" from Canlubang BHS, one of the barangay high schools in Laguna, attached in the Appendix.

Other sources of income indicated by the respondents are: donations, canteen, fund-raising, and others. Some of the barangay high schools put up a Thrust Fund.

In some barangay high schools, some teachers - although very few - were appointed by the local school board; hence, their salary comes from the local government. For these schools, two percent of funding support comes from the local government. The sources of income of current barangay high schools, as revealed in the questionnaire, are indicated in the Appendix.

All these changes made in the Financing system of the present barangay high schools have been made as an implementation of the national government thrusts towards greater equity and access to quality education. Up to what extent national support can be maintained is a big controversy and a question at present. Already the implications of the efforts to make the barangay in uniform with other schools on the functions of the system have already been questioned. To what extent these national thrusts have affected the degree the system has performed its role and achieved its original objectives will be discussed in the last section of this chapter to follow.

At this point it is best to continue the discussion on the second and third points of the issue of educational access started off at the end of

Section 4.4.1.3. The first that has to be dealt with now is the issue on parental capacity to send their children to school, and the second is the issue on the school's capacity to keep the students for successful completion. To expound on these involved the task of looking into the school's organizational structure.

The first object of investigation was the curriculum of the BHS system. The inclusion of more academic subjects in the curriculum of the barangay high schools was a reflection of the national emphasis on quality education. Although the newly implemented curriculum provided for a strong vocational and skills-oriented emphasis, and stresses the productivity-oriented aspects of the vocational curriculum, the working arrangements do not work fittingly to achieve the goal. The government is trying at present to establish a closer linkage between school and community institutions, but the effects are still to be seen in the years to come. Already this has been one of the essential mechanisms of support for the continued operation of the BHS system since its earliest beginnings.

Unlike in the previous periods when parental and community participation in the BHS system was a vital element, it is doubtful whether the BHS system will still be able to keep its students in school. With the tremendous decrease in the community power on the school, it can be said that the BHS system has certainly lost some of its characteristics as a rural-centered institution. The most evident manifestation of this is a change in the content of the curriculum which no longer centered on the more pressing problems of the community. It has been revised as an answer to government demands for improved academic instruction, and because of this it can be said to have lost its flexibility in terms of instructional organization.

Lastly - and yet most importantly - I would like to say a few words about the theory on the School and its relation Rural Development, and its application to the BHS system which I have been trying to trace in this paper. As has been strongly emphasized in the last two chapters, the concern of this research is on the changes in attitudinal pattern of adult members of the rural community and the changes in the behavioural patterns of the youth. By reducing the participatory role of the community on the operation of the barangay high schools, it is doubtful whether the kind of intangible social transformation that is one of the BHS system's essential contribution to rural development - seen in the previous periods - can still be maintained.

4.4.2. POLICY IMPLICATIONS ON THE PERFORMANCE OF THE BHS SYSTEM

4.4.2.1. The Role of the System in Providing Educational Access

In a different form and structure from those in the previous two periods, the barangay high schools have been a form of extending the opportunities of high school education to the rural youth in the third stage of their development. As we have seen in the section on BHS expansion, the total barangay high school enrollment has decreased by 10% from 1985 to 1987. Nevertheless, it still comprised 30% of the total in-school youth. In Region 4, the enrollment in these schools registered the highest compared to that of other regions. By 1989 the number further decreased; yet it still composed 22%, approximately one-fourth of the total high school students enrolled. The same downward trend is observable in the enrollment in barangay high schools in Region 4 in the final year of the period under study. It is worthwhile to note however that the BHS system continues to provide high school education to 33% of the total high school students enrolled in the region in this final year.

The decreasing trend in the enrollment figures in the BHS system followed suit a decrease in the numerical growth of these schools, both on the national level and the regional level, as in the case of Region 4. As has also been indicated in the section of BHS expansion, The number of barangay high schools has shown a slight decrease in the last four years. Comparatively, however, they still constitute a large percentage of the total public high schools in the region.

The halt in the upward trend in the quantitative growth of the barangay high schools and their enrollment is a natural implication of the present efforts towards educational reform and development. It is a reflection of the nationwide efforts on improving the quality of education.

Likewise, it is a specific policy response adopted by the government towards the continued criticism against the comparatively poor performance of the students in the BHS system in terms of national standards seen through achievement tests and NCEE results. The reallocation of the educational budget away from expansion of the school system - unlike in the first and second stages - towards improvement of instruction especially in the elementary and high school levels produced a halting effect on the system to expand its capacity and consequently provide an expanded opportunity to accommodate more students in the third stage of its development. Whereas in the previous periods, government support through increased construction of school buildings led to the numerical expansion and to a wider access in terms of the capacity of the system to admit more students, in the third period government emphasis on quality education through development of improved curricula and other provisions veered away from prolific construction of schools and as an inevitable effect, blocked the function of the BHS system in expanding its self and expanding its capacity to extend access to high school education to more rural youth.

4.4.2.2. The Role of the System in Providing Quality Instruction

Test Results

(a) in-school: Students' achievement tests

Data concerning the result of achievement tests conducted by the Division Offices in Region 4, or other regions in particular, are difficult, and could not be obtained. Letters were sent to the Ministry of Education regional offices in the various regions, and to the division offices in Region 4, but no responses have come to date. Thus, this section uses only the limited data on the NCEE results for 1986 - present.

(b) after-school: graduates' NCEE performance

The results of the NCEE for the years 1988 and 1989 are still in the processing stage, and could not be released by the Guidance and Testing Division of the NCEE Office. What could be used here are the results for two years in the period under study: 1986 and 1987.

The data presented in Table 3.12 includes the NCEE performance of the eight types of secondary schools from 1975 to 1987. The table reveals that for the third period of BHS development, the mean scores of BHS were the lowest. In 1986, the mean score of BHS was lower than the national mean, while in 1987, their mean performance was lower than the national mean. Data concerning the number of qualifiers and non-qualifiers from the barangay high schools are still not available. The NCEE mean performance of BHS compared to the other high school types is summarized below.

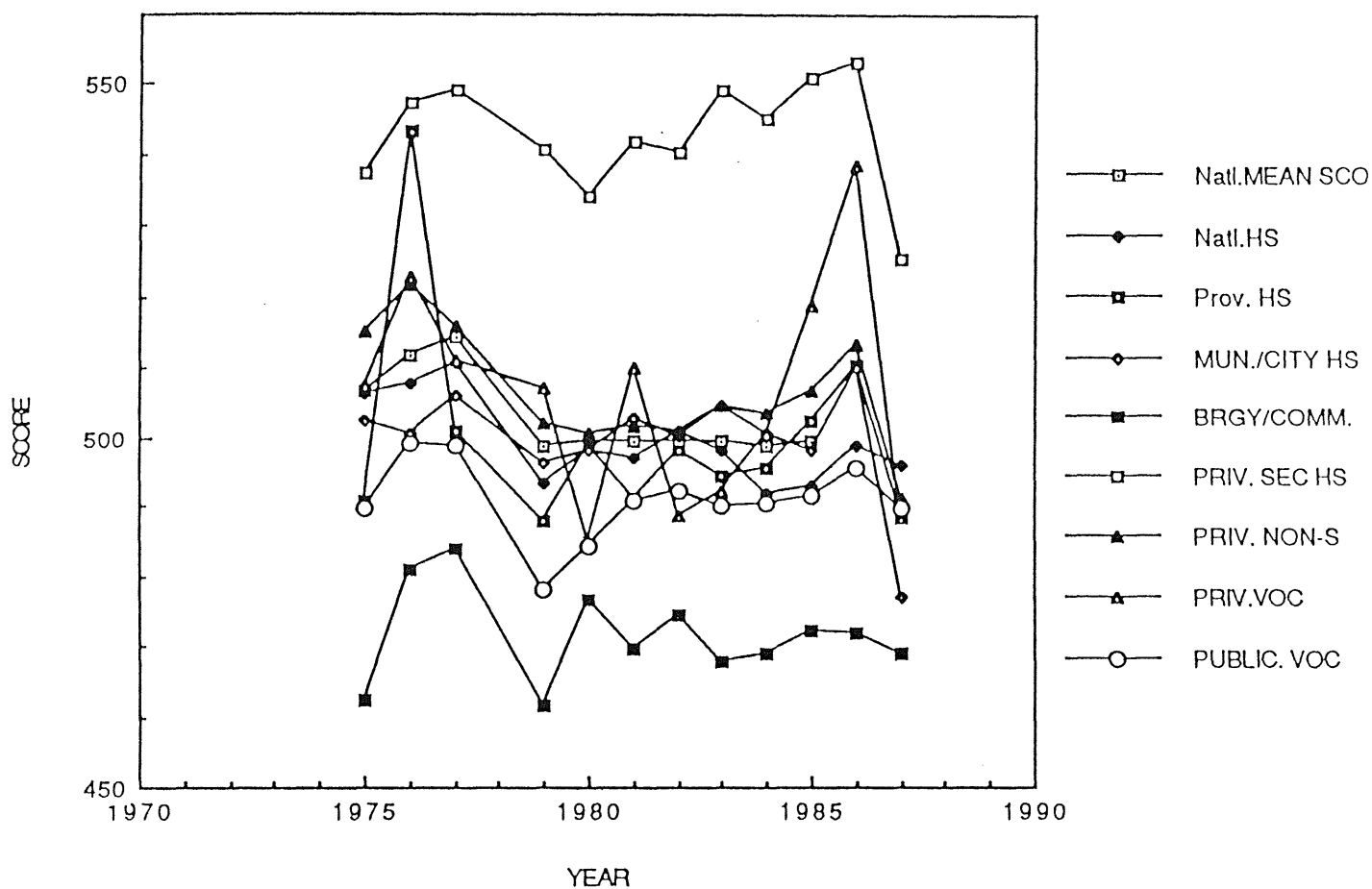


Fig. 4.6 NCEE Mean Performance of Eight Types of High Schools, compared to the National Mean Score

4.4.2.3. The Attainment of BHS Objectives: status of graduates

Data for the whereabouts of the BHS graduates were improbable to collect. The first reason was the difficulty of tracing the status of the graduates for the past three years. Related studies could not be obtained. The only possible source of information was the questionnaire results and some interviews with the principals and teachers which will be given as follows.

Teachers' responses to Question 23 reveal that majority of the graduates have proceeded to college. Among those who proceed to university, 30% took a four-year degree course in the first period, 60% in the second and in the third period, while 30% take up vocational courses in the first period and 40% in the second and third period.

On the other hand, the principals' answer to the same question reveals that 40% of the graduates proceed to the university, while 30% work after high school. The others were either working and studying at the same time, unemployed or married. As to those who proceed to College, 40% take up the four-year degree course in the first period, 60% and 50% in the second and third period, respectively. Meanwhile 50% take up vocational courses in the first and second period, and 40% for the third period. The rest are unknown. The graph that appears in the next page summarizes the whereabouts of BHS graduates in the three periods. A copy of the questionnaire responses to the item on status of graduates is included in the Appendix.

Relation of BHS to Neighboring Sites

To further back up the questionnaire responses, an interview was conducted the results of which indicate the following. For instance, for one BHS located within the compound of the largest sugar cane production , about 30% are absorbed by these sugar mills. Furthermore,

the sea-side barrios in Laguna and Batangas - Region 4 _ offer agricultural arts; for example duck- raising - as an important part of their vocational curriculum. It enables the students to raise their family income as well as to pay for their high school expenses. After graduation, the skills developed in this course enables them to establish a small duck-raising business. The barangay high schools near the industrial sites emphasize vocational subjects such as Industrial Arts and Electronics. After finishing high school, 30% proceed to work in the companies nearby.

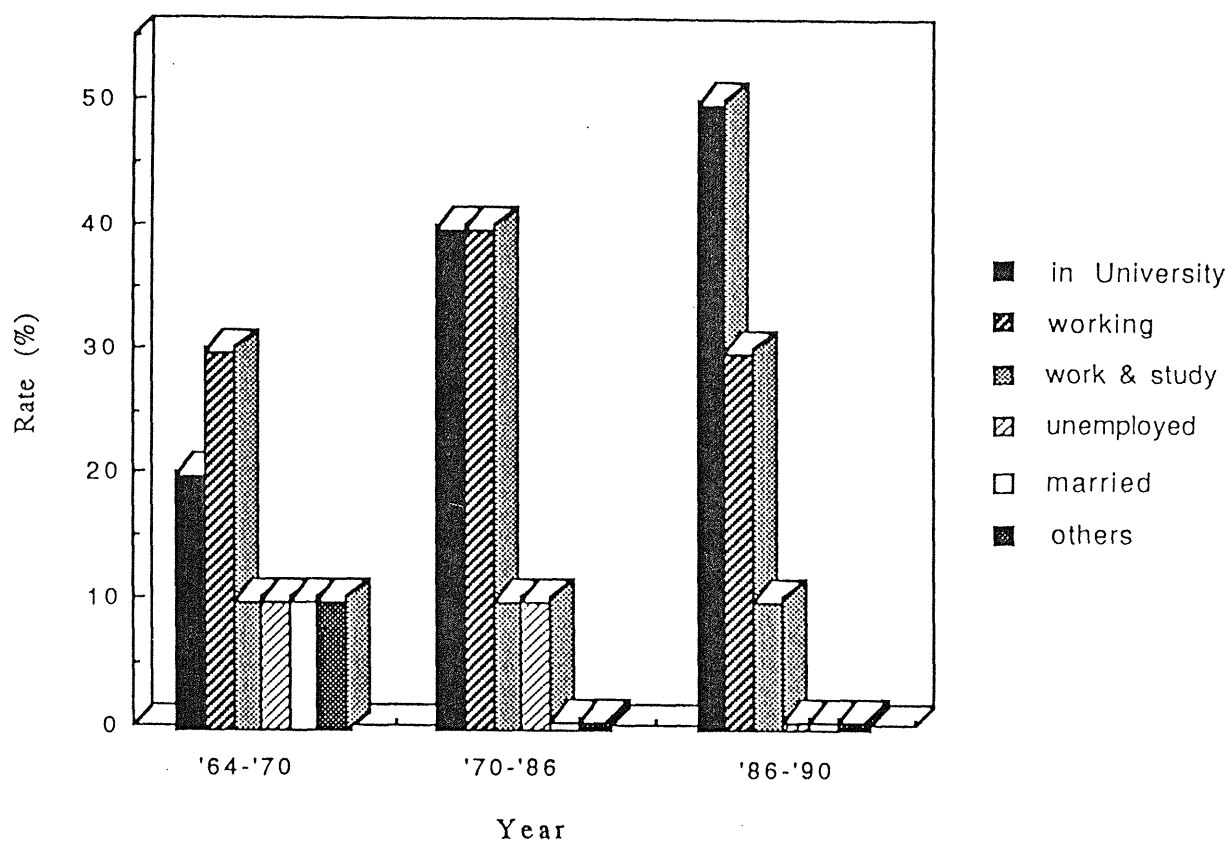


Fig. 4.7 Status of BHS Graduates in the Three Periods under Study

The decline in the number of graduates working after high school can be attributed to a number of factors. Some of them will be discussed here.

One of the major national policies on education is to establish direct linkage between education and other institutions to ensure absorption of graduates. But the effects of this can hardly be felt yet. At present, a greater percentage of BHS graduates are absorbed in higher education with those who work at a lesser percentage.

Still another major national concern was to increase relevance of education and improve instruction by curriculum revision and improved facilities for instruction. The implementation of the SDEP is gradual, and the full effects are yet to be seen in the years to come. Already, it has been felt by teachers and principals that more academic courses are to be introduced in the present curriculum of the barangay high schools. This plus improved instruction and facilities may have their direct consequences on the performance of the BHS graduates who are made to qualify for the post- secondary level.

Furthermore, with the passage of the Bill on the Free Secondary Education Plan and the implementation of the Service Contracting Scheme, more students could go to other high schools where instructions may prepare them more for post-secondary education.

The examination of the curriculum of barangay high schools done in Sections 4.4.1.2 and 4.4.1.4 has lead to another purpose of this research - to investigate whether it has attained its educational objectives. It is fitting to deduce from the results of the investigation in this section that the present educational thrusts and pressures from the national government has directed the system to attain more of its academic-

preparatory objectives, as seen in Section 4.4.2.3. Likewise by achieving its objectives, to a certain extent the system has answered the basic education needs of the rural youth even in the third period. It has done this by producing more graduates who proceed to college.

Furthermore, in examining the performance of the barangay high schools and the degree to which they have attained their objectives, I have maintained my stand on the issue of Assessment of School Outcomes. Focussing on two indicators - students' progress during the high school course, and their occupational work after the high school period - in assessing the school's effectivity, the following can be said.

An investigation of the former - as seen in Section 4.4.2.2. above - reveals the fact that the performance of the system was below the national mean. But then again it has to be pointed out that there were restricting factors to this. Judging the effectivity of the barangay high schools according to national norms after full government control of these schools took place created a verdict against the BHS students. With national efforts directed towards quality instruction, barangay high schools were required to produce equal results with those of other schools in terms of educational achievement and in terms of the NCEE results, which in the end implies a disregard to the original objectives of the system.

Aside from fulfilling its academic-preparatory function, the BHS system, with its community-centered curriculum, has accomplished its goal as a rural school. We have seen this in the discussions in Section 4.4.1.4. On the other hand, care should be taken so as not to judge the system as less effective because the academic performance of its students were below the national mean and the graduates were consistently performingly poorly in the most recent years of the NCEE. Using

national standards, it is not fair to label the barangay high schools as less effective in terms of students performance because - as has been strongly pointed out in a previous discussions - to do this is to assume that the opportunities for schooling as well as the learning environment in both the barangay high schools and other schools are the same, which is not the case.

CHAPTER SUMMARY AND CONCLUSIONS

SUMMARY:

The broad policies created by the present administration include, most of all, agriculture and rural development. The Medium-Term Development Plan of the Philippines indicates that agriculture is to be given the highest priority in keeping with the goal of alleviating poverty and increasing employment opportunities in the rural areas. Thus, starting 1986, national development efforts were geared towards raising income capacity of the population by increasing employment opportunities in the rural areas. To achieve this, an employment-oriented, rural-based strategy is necessary for the two-thirds of the population who live in the countryside. This was to be met by enhancing regional development and at the same time combat the increasing insurgency problems.

In the regional level however, in spite of all these efforts, problems are manifested in varying aspects and magnitude. Regional differences in the severity of these problems may be attributed to the unique combinations of economic, social and natural factors within each of the regions. Among the more serious ones are: (1) the persistence of poverty, (2) the low productivity of the regions, (3) the insurgency problems, and (4) uneven regional development.

Despite the assistance and programs directed towards the low-income groups, poverty situation has worsened in recent years. Larger number of families and higher poverty incidences have been observed in the more developed and poorer regions, pointing to the uneven distribution of income.

Low productivity characterized most of the regions.

The insurgency problems which has confronted most of the regions, has created uncertainties in the business, economic and political climate and has disrupted the development and growth of the communities.

The past policies which promoted narrow-based industrialization program, neglected agriculture and contributed to the unbalanced distribution of the population among the regions.

Over and above these, however, the political turmoil and government transition that transpired in 1986 has had its tremendous impact in the BHS system. Some of these will be mentioned here.

(1) on the numerical increase of the barangay high schools:

The growth rate of the system, student wise and schoolwise, has dropped remarkably in the first year of the period, compared to the previous periods. This can be attributed to a number of factors:

(a) On the national level, the effects of economic crisis - in the final years of the second period - of the country in general, seen through the negative growth rates, and the maldistribution of family income and wealth.

(b) The concrete steps taken by the new administration to implement the policy on rural development, the creation of more opportunities focussed on the rural areas can be said to be the main factor in the slow and a steady expansion of the barangay high schools in the last years of the third period. On the other hand, the implementation of social development policy in the education sector proved to be an opposing - if not a stifling - element to the continued expansion of the schools and of their enrollment. Although it still remains a national policy to provide greater equity and access to education, the thrust veered away from expansion of the school system and towards enhancing the quality of education particularly in the elementary and high school level.

(c) On the regional level, the growth of barangay high schools in Region 4 had been affected by the economic growth during the start of the third period. Under the present administration, when economic activity and expansion of the region has been slowly improving, BHS growth rate was expected to increase. Nevertheless, the reverse trend has been observed. This is possible because it can be said that the impact of the national educational policies - the Nationalization policy and the Free Secondary Program - has been stronger.

(2) on the institutional features of the barangay high schools
the curriculum of the schools

While the curriculum presently being followed in the barangay high schools is still that which is prescribed by the Revised Secondary Education Program of 1974, a new curriculum is to be fully implemented starting 1991. The changes in the content and structure of the proposed course of high school instruction reflects both the socio-economic policies of the current administration and the educational reform thrusts at present. However, as has earlier been pointed out, the effects of the latter are more felt than those of the former.

The inclusion of values education as a separate subject aims to produce citizens equipped for effective participatory citizenship is a direct translation of the national social aim of inculcating the value of human rights to the citizens. Likewise the inclusion of technology as a visible component of the different subject areas, the community-centered and the aims of the proposed curriculum to produce graduates who are work and productivity-oriented are reflections of the government's thrusts on economic reforms. To supplement these curriculum objectives, - as we have seen in a previous discussion - the government has been launching a community employment and development program to generate additional

jobs, and encourages entrepreneurship and self-employment with credit support.

Although the general structure of the proposed curriculum is such that it emphasizes vocational side, and seem to sound off the original objectives of the BHS system, it however, reflects an academic instruction imposed by the national government. Unlike in the previous two periods, it does not specify the rural and community-centered aspects which the system aims to achieve.

The results of questionnaire responses likewise reveal that with the full implementation of this new curriculum, more academic subjects will be introduced in the barangay high schools than what are currently being taught.

parental and community participation in the BHS system

We have seen in Section 4.1.2.2 and Section 4.4.1.2 that the national government has adopted specific regional development strategies in consideration of the peculiar traits of the various regions. In the case of Region 4, efforts have been focussed on agro-modernization. For the provinces close to Metro-Manila the approach is capital-oriented to promote commercial production, and to transform to commercial centers and promote tourism. For the island provinces, the approach is labor-intensive, and develop in the areas of mining, fisheries and forestry. On the whole, to promote economic activity of the region, assistance is to be provided to low-income families by small-scale projects, and at the same time local government units are to be provided direct assistance to ensure capability to undertake project activities set by the national government.

The effects of all these efforts have slightly been visible with the increase in regional productivity and income of both the region and the rural households. These could have served as stimulating factors to

enhance the quantitative growth of barangay high schools in the Region. However, the growth of the schools showed a contrary trend during these years, and this can be attributed more to the implications of educational reforms which served to oppose the effects of socio-economic development efforts.

Meanwhile, national development efforts towards educational development were directed away from expansion of the school system, and towards the best use of limited and available resources by improving the quality of present educational system. Major educational reforms are embodied in the Free Secondary Education Plan and the Nationalization Movement as a necessary consequence, and the Educational Service Contracting Scheme.

The Influences of these national educational policies on the changes in the BHS system during the third period can be seen in the following areas:

(1) on the expansion of barangay high schools

A decrease in the number of these schools was indicated from 1985 - 1987. A very slight improvement was observed in 1988 and the decrease in trend again became marked in 1989. This slight numerical improvement on one hand can be attributed to the current government thrust of intensified effort to provide equitable access to education and other forms of training. With the new political set-up, national educational policies on the other hand, were directed towards increasing access, this time however, towards quality education. This was to be met by expansion of school inputs and at the same time increased budget allocation for education. But expansion of the school system in the third

period is a different form of expansion from that of the previous governments in the previous periods. On the other hand, the full implications of the thrust for quality education - although still to be seen in the few years to come - can already be felt.

Still another essential reason is the implementation of the Free Secondary Education Plan, and the Educational Service-Contracting Scheme, whereby parents can send their children to other schools without fear of heavy school expenses.

The previous discussions on the expansion of barangay high schools and the implications of the aims of socio-economic thrusts and policies suggest that the numerical increase of these schools showed a downwards trend in spite of these reforms. The new growth pattern became visible because of the educational reforms of the period.

Numerically, the decrease in both the number of the schools and of their enrollment might be a sad indication of the growth of the system. But looking at it from the government's view of improving instruction in high schools in general and in barangay high schools in particular, the quantitative decrease may be considered far from saddening.

(2) on the institutional elements of the system

Within the period of 1987-1989, the elements of the BHS system under study were discussed in the light of the major educational reforms as the Free Secondary Education Plan, the Nationalization Movement, the Free Secondary Education Plan, and their implications on the system.

Nationalization was a necessary consequence of the Implementation of the Free Secondary Education Act passed by Congress in July 27, 1987. Prior to the nationalization of barangay high schools, nationalization of teachers -placing them under the direct control and administrative

supervision of the Ministry of Education- took place with the implementation of Executive Order No. 189 in July 1 of the same year. The impact of the latter could not be directly felt in the other aspects of the barangay high school system except for the teachers, and of course, its implicit implication on the quality of instruction of barangay high schools. The former, however, impinged profound influences on the nature and functions of the barangay high schools.

the curriculum of the schools:

Placing the barangay high schools under the direct control of the national government necessitates that it follows the nationally prescribed SDEP curriculum the objectives of which, on paper, sound so similar to the original objectives of the BHS system. At present the remains of the RSEP of 1972 is still strongly evident in the curriculum of the barangay high schools. The outcomes of SDEP, its influences on the quality of instruction has still to be felt in the years after 1992, when the SDEP curriculum will have to be fully implemented. Questionnaire results indicate that more academic courses are to be introduced with the full implementation of the SDEP.

On paper, the proposed course of instruction is community-centered, and aims to produced graduates who are work and productivity-oriented. In practice, the regional and community conditions to which the curriculum of the BHS system has to respond can not be felt. Specific provisions for community-oriented activities are not described.

Furthermore, the introduction of more academic courses does not lead itself to flexibility of class time arrangements which is one of the essential assets of the system. The adoption of the SEDP curriculum will place the BHS system under more and direct pressures from the Ministry such as the NCEE and other test results.

the role of the parents and community involvement in BHS system:

As a result of full national takeover in the financing of barangay high schools starting in 1988, parental and community animation and participation in the affairs of the school has been extremely altered.

The first area where this is felt is on the tuition fees of the students. At present, the bulk of BHS financing - which used to come from tuition fees - is shouldered by the national government.

Furthermore, unlike before when the local leaders were actively involved in the acquisition of BHS sites and the establishment of the buildings, in the present school building program the national government shall provide for the construction of BHS buildings in places where the local community has already acquired a one-hectare site. With this schoolbuilding program, the role of the parents and local community has been strongly altered.

The vocational aspects of the BHS curriculum has changed and is still expected to change tremendously. One of the essential assets of the BHS system, the income-generating, work-preparatory Vocational and Practical Arts subjects have to give way to the changes in the curriculum. Thus the participatory aspects of the parents in maintaining the school's community-centered vocational assets have been lost.

Furthermore, whereas in the first period when funds for the textbooks and other school supplies and equipment were the main responsibility of the community, they were partially supported by the local government and through national appropriations to local government schools in the second period. At present, however, they are to be provided by the national government. This has altered the participatory role of the parents and local community to a great extent.

The questionnaire responses showed that by the third period, the tasks of the local community have been shifted from a major role of financing the school to a minor one, that of providing the lacking equipment and facilities when necessary, and searching for contributions and donations when necessary. Meanwhile, the respondents also claim at the same time that the degree of their interest has not changed at all.

CONCLUSIONS:

1. The revisions made in the elements of the BHS system during the third period with full government participation and control consist of the following:

(1) The BHS Curriculum

In form and structure the new curriculum to be implemented in the barangay high schools reflects the visions and aims of the national government more than the original aims of the schools as a rural type of educational institution.

Although it makes provisions to stress the vocational aspects of the curriculum, its implementation and the organizational arrangements in school do not work to realize this goal. It is to be remembered that the vocational aspects of the BHS curriculum are one of the essential elements of instruction that has made it survive as a rural school.

In the past, flexibility of instructional organization was one of the main and unique features of the BHS system. The implementation of the revised curriculum under the SDEP and the introduction of more academic subjects will make rigid demands on the students' time such that they will not anymore be free to leave school at any day and at any time to pursue their income-generating projects. The main assumption here is that the students do not have to worry about their schooling expenses which are provided for by the government.

(2) Parental and Community involvement

The concrete development strategies adopted by the national government on the regional level, particularly on Region 4 all seem to work towards animation of the countryside. These are to be interpreted,

as we have seen in the previous periods, as stimulating factors towards the involvement of the local community towards the endeavors of the BHS system. In fact the effects have been manifested in the improvement of the socio-economic status of the region in the few years of the third period under study. Unfortunately, however, the policies towards education reforms worked to counteract their effects, and thus limited the participatory role of the local community in the school. We are referring here to the major reforms of Nationalization and implementation of the Free Secondary Education Plan. With the general aim of improving the quality of secondary education, the full government control and financing of the schools left little room for the members of the community to design and run the barangay high schools according to the specific needs of their locality. We have seen these in the areas of tuition fees, construction of school buildings and provision of textbooks and other school equipment.

(3) The main sources of funding

With a total change in the financing system in the implementation of the Nationalization policy, all other changes followed suit. Free tuition naturally led to an slight increase but comparatively low trend in enrollment in spite of a halt in the growth of barangay high school number. And as the FSEP indicates an improved system of provision of free textbooks and instructional materials, quality instruction is still expected.

2. The role of the BHS system in the expansion of educational opportunity to rural youth

The most essential of all the implications of the Free Secondary Education Plan is the degree to which the BHS system has attained one of

its original goal, that of contributing to educational access in the rural areas.

In a different form and structure from those in the previous two periods, the barangay high schools have been a form of extending the opportunities of high school education to the rural youth in the third stage of their development. As we have seen in section 4.4.2.1, the total barangay high school enrollment has decreased by 10% from 1985 to 1987. Nevertheless, it still comprised 30% of the total in-school youth. In Region 4, the enrollment in these schools registered the highest compared to that of other regions. By 1989 the number of further decreased; yet it still composed 22%, approximately one-fourth of the total high school students enrolled. The same downward trend is observable in the enrollment in barangay high schools in Region 4 in the final year of the period under study. It is worthwhile to note however that the BHS system continues to provide high school education to 33% of the total high school students enrolled in the region in this final year.

We have seen that this was made possible by a total increase rate of 10.5% of the schools within the third period. Compared to the total high school growth, barangay high schools were approximately 39% of the total. Barangay high schools in Region 4 alone grew at a rate of 1.4 from 1987 to 1989.

We have already indicated that this halt in the upward trend in the quantitative growth of the barangay high schools and their enrollment is a natural implication of the present efforts towards educational reform and development. We have also stated that it is a reflection of the nationwide efforts on improving the quality of education. Likewise, it is a specific policy response adopted by the government towards the continued criticism against the comparatively poor performance of the students in the BHS system in terms of national standards seen through achievement

tests and NCEE results. The reallocation of the educational budget away from expansion of the school system - unlike in the first and second stages - towards improvement of instruction especially in the elementary and high school levels produced a halting effect on the system to expand its capacity and consequently provide an expanded opportunity to accommodate more students in the third stage of its development. Whereas in the previous periods, government support through increased construction of school buildings led to the numerical expansion and to a wider access in terms of the capacity of the system to admit more students, in the third period government emphasis on quality education through development of improved curricula and other provisions veered away from prolific construction of schools and as an inevitable effect, blocked the function of the BHS system in expanding its self and expanding its capacity to extend access to high school education to more rural youth.

3. The role of the system in providing quality instruction

At the start of the third period, the Department of Education and Culture indicated that the BHS students had consistently performed lowest in terms of achievement tests, and has launched since then intensive drive to improve instructions in these schools. This resulted in a Moratorium on BHS Establishment in 1987, the lifting of which has been very hard to trace.

In terms of NCEE results, barangay high schools students were likewise found to be the lowest compared to those of other high schools.

The decline in the performance of the BHS system in terms of the achievement of its students can be attributed to the tremendous increase in its enrollment such that the schools could not cope up with the quality of instruction. This is compounded by the fact that the present thrust towards

improvement of the quality of education has brought the attention of the Department of Education to the status of the BHS system. The policy response of the present government has placed the barangay high schools in a side-by-side position with other academic high schools for comparison in terms of academic output, without due regard to the original essence of the latter as rural type of educational institution.

The decline in the performance of the BHS graduates in the NCEE can be attributed to another factor: the socio-psychological backgrounds of the rural home. Interviews pointed out that despite increased and better input by Nationalization BHS students performance is strongly influenced by the parental attitude towards education, and interest for learning. This is another area not given due consideration by the government in judging the barangay high schools in the same fashion as other high schools and imposing national standards.

4. The attainment of BHS two-dimensional objectives:

Like in the first two periods of its development, the system can be said to have attained its two-dimensional objectives of preparing students for work after high school and of preparing students for higher studies after graduation. The very limited data show that already the pressures from the national government for improvement of academic performance and as a result of greater government input in improving instruction can be felt. This is manifested in terms of the whereabouts and percentage of its graduates. Unlike in the previous periods however, the system has sent majority of its graduates - the greatest number in all the periods - to the university, and less of them to work after high school.

Specifically, the questionnaire responses show that like in the previous stages, BHS system continues to attain its school objectives by sending 50% of its graduates to the university, at the same time, preparing

a lower percentage - 30% - of its graduates for practical work after high school.

It is still too early to comment on the implications of the present government's effort to establish direct linkage between education and other institutions to ensure absorption of graduates into the field of work. What is evident at present is the strong manifestation of the present educational emphasis in terms of BHS output who are absorbed in higher education.

5. Findings on the Theoretical Framework Used in the Analysis

The implications of certain theoretical framework and their application on the BHS system during the third stage of its development can be summarized in the following:

(1) The findings of this chapter has brought another dimension to the issue on educational access which this paper has been working on. It has been indicated in the previous two chapters that the numerical expansion of barangay high schools and the subsequent increase in their enrollment indicate only one aspect of educational access. It simply implies enlargement of the school system to increase the number of seats to accommodate more pupils. A different trend was seen in the development of barangay high schools in the third period, however. And it is a reverse, decreasing trend. This evident change implies, by the theory, a restriction of the capacity of the system to provide more seats to high school students, and thereby limits its its ability to provide greater educational access.

But the concern of this research is not simply on the numerical aspect of expansion. It aims to consider the second dimension of the theory, and that is, the financial capacity of the rural households to send

their children to school. This was done by looking into the overall socio-economic status of the region and of the families in general in the third period.

It was found out that the socio-economic policies adopted by the government was to increase the income of the rural families through increased employment opportunities and production in the countryside. The specific strategies implemented were successful in achieving the goals of increasing the financial capacity of the parents. The change in the financial circumstance of the families did not however, produce an effect on student enrollment in the third period.

The main factor responsible for such change can be said to be the educational reforms simultaneously adopted by the national government, reforms that worked to counter act the effects of the economic thrusts of the period. We have seen these with the implementation of the Nationalization and Free Secondary Education Plan. The government was to put priority emphasis on education, but unlike in the previous periods, this was to be done not by enlargement but improvement of education. Thus, for the BHS system, the educational reforms have far greater implications on its numerical expansion, and consequently on the issue of educational access than the economic thrusts.

The third point on the issue on educational access was the system's capacity to keep the students in school. As in the previous chapters, this involved the task of looking into the school's organizational structure which in turn lead to the task of looking into the elements of the BHS as a sub-system within the whole structure of the Philippine educational system.

(2) The first object of investigation was the curriculum of the barangay high schools. It was found out that with the inclusion of more academic subjects into the curriculum of these schools, the educational

content of the BHS curriculum became more of a reflection of the national emphasis on quality education. Although its aims seem to sound off the original principles upon which the BHS system had been established, the changes made in the institutional organization of the schools and other working arrangements do not work fittingly to achieve them. Furthermore, although it seems to put emphasis on the community-centered, productivity-oriented aspects of the vocational curriculum, it does not specify the concrete community needs that the schools need to answer. To achieve the goals of the vocational curriculum, the government seeks to establish close linkage between the schools and the community. This, however, has already been one of the essential mechanism of support of the BHS system; the success of the proposal on the national level and its implementation on the regional level are yet to be seen in the years to come.

Unlike in the first two periods when parental and community participation in the school endeavor were an vital force in the implementation of the system, the tremendous changes made in the curriculum content, structure and organization cast doubts as to whether the system can maintain its capacity to keep its students.

(3) As to the relation of the barangay high schools between and their relevance to the community where they are situated, it is fitting to say - from the results of the fourth chapter - that in the third period of its development, the BHS system has lost some of its characteristics as a rural-centered institution. Unlike in the previous two periods, its curriculum was no longer partly determined by the local community. Then too, the contents of instruction did not anymore center on the pressing problems of the community as they strongly did in the previous periods. The revisions were made, not as an answer to community needs

but to government demands. Furthermore, the system has lost and will continue to lose its flexibility in terms of instructional organization.

The examination of the BHS curriculum lead to the next aim of this research - that of investigating whether the system has attained its educational objectives. With the pending implementation of the revised secondary curriculum, the system is to cater to the academically inclined as well as to those who have limited academic and financial capacity to proceed to the university. But already the present educational thrusts and pressures from the government has directed the system to attain more of its academic-preparatory objective.

By achieving its objectives in the different stages - even in varying degrees - the BHS system can be said to have answered the education needs of the rural youth even in the third period. But the degree to which it has achieved its objectives is manifestly different from that in the previous two periods. It has catered more to the basic education needs by producing more graduates to proceed to college.

Likewise, by achieving its objectives, the BHS system can be said to have contributed more to rural development. But the kind of rural development that is the concern of this research does not involve the degree of agricultural production, nor the changes brought about by learning farming techniques. The concern here is the change in attitudinal and behavioral patterns both in the adult members of the community as well as in the youth. By reducing the participatory role of the local community to maintain the schools, it is to be doubted whether the kind of intangible social transformation which the system has developed in the previous two periods can still be maintained.

(4) In discussing the performance of the barangay high schools and the degree to which they have attained their objectives, I have constantly concentrated on the issue on assessment of school outcome. As I have

already pointed out in a couple of times, in the discussions on the aim of schooling to which the BHS system has committed itself, and in assessing whether the schools have been effective or not, I have used two indicators: measurement of students' progress at certain points of their high school course, and measurement of their occupational work and social outcomes.

An investigation on the former indicates that the performance of the system during the third -period under study was found out to be below the national mean. There were, however some restricting factors to this. To a certain extent, full government control in terms of judging the schools according to national norms created a verdict against the students of the barangay high schools. National efforts directed towards improved instruction to produce equal results in terms of educational achievement between BHS students and those of other schools, as well as in terms of the NCEE implies a disregard to the original goals of the BHS system.

By looking into the curriculum of the present barangay high schools, I have likewise found out that so far, until the imposition of the new curriculum, they can accomplish their goal as rural schools through an implementation of their community-centered curriculum. Unfortunately however the degree to which they have achieved their goal was judged to be comparatively poor according to national standards. But this should not be the case. Because to judge the effectivity of the BHS system in terms of the performance of its students, and to judge the BHS system as less effective because student performance is low is to assume that the end results of the high school process are the same for the barangay high schools and other schools. This is to assume that the opportunities for schooling in both are equal. And this is contradictory to the thesis of this research. As I have indicated in Chapter 3, the educational process in the BHS system and the learning conditions surrounding the BHS students are extremely different from those of other

high schools. It is therefore meaningless to compare the schools' output in the same level and in the same way that the government has done in the third period of BHS development.

N O T E S

1. Medium Term Development Plan 1987-92, 3.
2. Ibid, 28.
3. Requirement for decentralization are: (1) devolution of more powers from the central units, (2) strengthening of regional and local units as focal points of development efforts, (3) more active people's participation through involvement in community organizations and non-governmental bodies.
4. Majority of the total municipalities of the Region are faced with the serious problem. See also MTDP, 50.
5. Land reform program includes a package of credit, marketing and technological support. See *ibid*, 59.
6. Accreditation means evaluation of institutional facilities, input requirements to upgrade the institution's standards of instruction. See also *ibid*, 196.
7. Achievement rates based on 1984-85 tests.
8. In 1986, 67 out of 100 Gr. I pupils completed elementary while 79 out of 100 first year students completed high school in the required period of four years.
9. For details, see MTDP, 196.
10. For definition of disadvantaged, please refer to Philippine Education: Visions and Perspectives.
11. STFS is based on the social cost of education and the student's ability to pay.
12. See MTDP for rural-based projects for less developed regions.

CONCLUDING CHAPTER

SUMMARY AND CONCLUSIONS

By providing answers to the following questions, this research can be said to have achieved its objectives presented at the introductory chapter.

The growth of the barrio high school system of the Philippines covers three developmental stages which consist of: the first period (1) Period of Experimentation to its Legal Recognition covering the years 1964-1970, the second period (2) Period of Independent Existence and Development as a sub-system within the Philippine Education System starting from 1970 and extending until 1986, and the third period (3) Period of Nationalization beginning from 1987 until the present. In each of these periods, the study has pointed out answers to the questions below.

I. In what forms and to what extent has the government attempted to protect the BHS system throughout the years of its development? What were the development background in each of the periods?

1. In the first period

The continued increase of the barrio high schools in the first few years of their establishment was a manifestation of the national socio-economic policies as well as the educational scenery in the 1960's. Although there were no direct efforts exerted by the national government on the BHS system, its growth was an aftermath of the national policy towards expansion of the economy.

Education in the 60's was characterized by high expansion of school population at all levels. The government response to the problem was expansion of the educational system by enlarging the budget, construction of school buildings and classrooms, and provision of necessary instruments. These efforts, however, could hardly reach the remote areas. In the barrios, especially, where there were very limited schools, the BHS was a timely solution.

Furthermore, it can be recalled that the resurgence of the communists in the 1960's highlighted the need to implement reforms in the rural areas. Expansion of the rural economy meant development of the countryside through agricultural expansion and increase in agricultural production. The first regional development effort started in the 1960's, through extensive community development programs aimed to reach 2000 barrios, utilizing idle and out-of-school youth.

This increased agricultural development of the countryside provided a fitting support that helped in the dramatic increase of the barrio high schools in the first period.

The favorable performance of the system was due largely to the pressures exerted by the Ministry of Education until the time of its legal recognition. Side by side to this was the simple organization of the system which lent no way to bureaucracy, and direct parental and community support. Without the pressures of too much comparison, the BHS system showed good performance.

2. In the Second Period

The second period of BHS development coincided with the major social and economic reforms to achieve the country's developmental goal. The priority goal was towards achieving and maintaining an accelerating rate of economic development. This was to be achieved by widespread

employment and increase in per capita income particularly in the rural areas.

In the 1970's national development efforts were directed towards industrialization by developing middle-level skills. This was to be accomplished nationwide by providing opportunities for regional development. In the 1980's the government adopted an integrated area development strategy to strengthen the function of implementing policy reforms in the regional level and to carry out income-generating projects established by the government.

Thus in the regional level, this is reflected in the socio-economic growth of the regions in terms of regional income and GRDP which indicate a similar trend: increasing in the mid 70's, and declining until the mid 80's. The trend of family income distribution followed a similar pattern - fair distribution in the 70's and a widening gap in the mid 80's. This suggests that - politics and interest of educators aside - the greater the financial capacity the region has, the greater is its capacity to allot for education. This is supported by both the increasing high school aid by the national government and the increasing educational budget by the local government in each of the periods under study. Because of the continued and tremendous increase of high school enrollment however, the per student cost has shown a decline over the years.

Specific regional socio-economic conditions that might have affected the development of the BHS system can be gleaned from the case of Region 4. From its earliest beginnings until 1970, when family income in the Region was at the lowest scale, BHS expansion rate was at its peak. From 1980 until 1985, when family income was most fairly distributed, BHS growth rate slowed down. This implies that the increase in the

individual family's financial capacity to send their children to better schools may have slowed down the growth of barangay high schools.

The growth of the barrio high schools in Region 4 has followed a similar trend with its economic growth. When economic activity and expansion of the region was at its highest in 1980, BHS system showed a high expansion rate. When the regional productivity suffered a major drawback in 1985, shown by a decline in its GRDP, BHS growth rate correspondingly slowed down. From this it can be concluded that, since the national government instituted reform in school financing in 1972, BHS - although it had relied on tuition fees - had been affected by the economic productivity of the region.

With regard to educational policies in the period, in the 1970's until mid-80's, the national government had set out to redirect the goals of educational system to achieve the goals of national development and reform. Among the major strategies, those that made an impact on BHS were: (1) its effort to re-structure the pre-university level to bring about national and individual needs, (2) reform in the educational content, methodology and approach, and (3) coordinating the administrative system with respect to financing and distribution of facilities for regional and national development. Specifically, the second item meant placing greater emphasis on vocational-technical education and re-training programs, to meet current projected needs for trained manpower.

For the first time in the history of the BHS system, the government realized the role the schools have been performing within the entire educational system. The role of the government in financing the barangay high schools started to be felt through direct and indirect assistance. During this period, the increasing control of the government: (1) financially, through increased high school aid and greater education budget allocation and through reorganization in the 70's for better

financing system, caused the increased expansion - but lesser parental and community support, (2) maintaining standards and quality of instruction were responsible for the system's favorable performance in the first half. Expansion in the second part was so much so that the school could no longer keep its standards of instruction. Coupled with this was the implementation of the NCEE. As a result of this and too much comparison of the barangay high schools with other schools, the low performance of the system became glaring. This has drawn the attention of the government to the system which eventually led to a moratorium on the establishment of these schools in 1987, and (3) control in curriculum content. The government has achieved a balance between education and manpower needs of the country. At this time when the curriculum was integrated, the percentage of BHS graduates who were working and studying after high school was the same.

The second period of BHS development also coincided with educational reform as one of the country's major development goals. Revisions made on BHS curriculum in the early part of the 70's may have accounted for the favorable performance of the students in terms of achievement tests and in the NCEE results in the latter half of the 70's. Revocationalization of the curriculum within the period fortified the vocational character of the school instruction, and turned out more graduates to work after high school.

3. In the Third Period

On the national level, the third period of BHS development coincides with the establishment of the present political set-up. The development policies involved include most of all, priority for agriculture and rural development, and the creation of employment opportunities in the countryside by establishing rural-based employment-oriented

opportunities. Specific regional strategies were adopted in consideration of the peculiar traits of the regions.

In the regional level, the state has to contend with the problems of poverty, low regional productivity, insurgency problems and uneven regional development. The implications of these on Region 4 could be seen in the slow but consistent improvement in terms of regional economic activity and growth rate as shown in its GRDP and regional income. This is also manifested in the improvement of incidence of poverty in the region.

Compared to the previous years, the growth rate of the BHS system, student wise and school wise, has dropped remarkably in the first years of the third period. This can be attributed to the effects of the economic crises and political turmoil of the country in general, seen through the negative growth rates, and the maldistribution of family income and wealth. But the growth of the barangay high schools, especially in Region 4, has been affected by the economic growth during the start of the third period. Economic activity and expansion of the region has been slowly improving in the first few years of the present administration, and thus BHS growth rate was expected to increase correspondingly. A reverse trend has been observed however, due to the impact of the Nationalization policy, which will be discussed later. Likewise, GRDP has been slowly improving under the present administration; but with BHS nationalized and with the Free Secondary Program, BHS growth rate has been on a slow expansion rate.

Meanwhile, development efforts towards education were directed away from expansion of the school system, towards the best use of limited available resources. National educational policies, the state emphasizes most of all the following: (1) improvement of the quality and relevance of

education, (2) increase in educational access in all levels of the system, (3) acceleration of the development of middle-level and high-level manpower toward economic recovery and sustained growth.

The main focus was on improvement of instruction and creation of quality education. As part of the national efforts of increasing relevance of education and improving quality of instruction, the government for the first time, gave a complete concern on the status and performance of the barangay high schools. It was also a government policy to give top priority to education by expanding the system and providing greater access to it; and this was to be accomplished with the implementation of the Free Secondary Education Plan in 1987. The provision of free secondary education to all was to be accomplished by placing the schools under the direct control and supervision of the state. Nationalization took place - not excluding barangay high schools - as a necessary consequence.

Full government control of barangay high schools from 1986, (1) financially and by (2) maintaining standards of instruction were part of the period's major policies of expanding opportunities for education, and upgrading instruction. Full financial control was achieved through the Nationalization of the teachers and consequently of the schools,- but nil community and parental participation -was characterized by a slowly declining but steady growth rate of these schools in the three-year period. For the first time, barangay high schools were given the first major attention as part of the government's educational reform. Moreover, at this period too, the BHS system - offering more academic courses - turned out more graduates for the university. With Nationalization, BHS system has changed in form and structure.

II. How did the elements of the system change in each of the periods? How did these changes influence the performance of the system in terms of student achievement and status of graduates?

The following can be said of the institutional elements of the system and their changes within the three periods of its development.

(1) BHS Instruction:

(i) In the 1960's, BHS curriculum was more vocational than academic. Policies for agricultural expansion of the period and government thrusts for rural development reinforced the strength of the vocational orientation of these schools. They also helped absorb or create employment opportunities for majority of the graduates who were found to be working after high school.

The 2-2 Plan adopted by the Board of National Education, which turned out to be a failure in other regular high schools, provided a strong impetus for the barrio high schools who were trying to develop their vocationally-oriented curriculum.

(ii) With the adoption of the BHS Charter, BHS educational content were concretized in its integrated curriculum, emphasizing a broad range of vocational experiences that varied according to the immediate needs and conditions of the local community. A couple of years later, a re-vocationalization of the BHS curriculum occurred with the implementation of the Revised Secondary Education Program, requiring the schools to revise their curriculum to 60%. In the 1970's to 1985, curriculum was integrated with academic as well as strong vocational stress. In practice, however, the content of BHS instructions were slanted to the academic courses. This was revealed in the questionnaire results.

This was in line with the national development efforts in the 1970's towards industrialization by developing middle-level skills. In the BHS system, this was manifested in the integration of the academic and vocational courses. In the latter part of the period, the development-oriented curricula was implemented. This meant greater emphasis on vocational-technical education and re-training programmes to meet the needs for trained manpower and the formation of skilled technicians. We have seen the impact of industrialization of the rural areas, as in the case of Region 4, in the curriculum of barangay high schools in the discussions in Part IV of Chapter 3.

(iii) From 1986, BHS curriculum has become more academic than vocational. These are manifested in the whereabouts and status of graduates arrived at by document analysis, and proven by questionnaire responses. Furthermore, placing the barangay high schools under the direct control of the national government necessitates that they follow the nationally prescribed SDEP curriculum the objectives of which, on paper, sound similar to those of the BHS system. At present, however, the remains of the RSEP of 1972 is still strongly evident in the curriculum of these schools. The outcomes of SDEP, its influences on the quality of instruction, have still to be felt in the years following 1992, when the SDEP curriculum will be fully implemented.

The content and structure of the proposed curriculum in the BHS system reflect the goals of educational development as well as economic reforms of the present administration. Although the vocational aspects seem to sound off the original objectives of the schools, they lack the necessary organizational structure and working arrangements brought about by the changes in the system do not seem fitting to carry out these goals, as was mentioned in Part IV of Chapter 4.

(2) Parental and Community Roles in the BHS System:

Government supervision and regulatory support, and parental and community management and control were complementary agents for BHS expansion. Both showed a changing inverse relationship in each of the three periods under study.

In the first and second periods, parents were mainly responsible for financing of the schools; while the community's role was that of providing necessary, lacking tools and equipment. The establishing body was mainly the Bo. Council, supported by the local government, while the role of the national government lay mainly with maintaining quality of instruction.

(i) In the first period, the direct and indirect parental and community participation in the schools were said to be categorized in the four areas of: (1) provision of finances, (2) provision of services, (3) provision of know-how, and (4) provision of materials. With government concern towards countryside development through self-help and income generating projects, technical experts were on hand to assist the parents in the income-generating projects of the barrio high schools.

(2) In the second period, this role had not changed much. They were strongly felt particularly in the areas of financing and constructing the schools. The implementation of the livelihood projects in the countryside helped increase the capacity of the parents to send their children to school. Furthermore, these livelihood projects which served to assist the income-generating projects of the BHS students, served to strengthen the participatory role of the local community on the BHS system.

(3) In the third period, however, complete reversal of roles was evident with the implementation of the Nationalization Program. In spite of economic development strategies towards the regions, as was seen in

Region 4, and despite increase in the financial capacity of the rural household through rural employment opportunities, parental and community participation decreased. This was because of the strong effects of the educational development thrusts which served to counter act the effects of the economic reforms on the BHS system.

(3) Financing the BHS system:

Changes in the financing system is also very evident from period to period, and is inexplicably linked with the establishing body.

(i) In the first period, the main task of financing the system lay with the parents. This was so because in the 60's, high school financing was left to the local government whose budget allocation was very inadequate. This provided a fitting atmosphere for a strong village support in the maintenance and operation of these village schools.

(ii) With the shifting national government policy on financial and administrative re-structuring in the 70's, BHS financial assistance was placed on the local government. Together with this was the increased regular budgetary allocation for high schools, including the BHS, and direct financial support for these schools. Consequently, parental and community involvement decreased in terms of financing and designing the curriculum of these schools.

(iii) In the third period, the task of financing the system was taken over by the national government. As a necessary consequence, full administrative control was transferred from the community to the state. We have seen direct government assistance in the form of tuition fees, textbooks, school supplies and equipment and in the construction of high school buildings.

III. Has the BHS been a form of extending educational access to high school youth in the rural areas? How and to what extent.

1. Quantitatively, by a numerical increase in the number of schools and in the number of enrollment, the BHS system has been a form of extending the opportunity of high school education to rural youth within the three periods of its development. The degree to which it has attained this goal varies according to each of the periods.

In the first period:

(1) increase in BHS Enrollment

BHS enrollment grew from 587% from SY 1964-65 to the next SY, until 2521% in SY 1969-70. In Region 4 alone, BHS enrollment grew from 3% in SY 1966 to 322% in 1970.

Thus, in the first period covering 1966 - 1970, it provided education to 15% of the rural high school youth in general and an average of 731% for Region 4 in particular. It has been a form of education that absorbed 13% of the elementary graduates within the period.

(1) Compared to the total high school enrollment during the first period, it educated 12% of the total high school students. In Region 4 alone, it provided secondary education to 32% of the youth.

(2) Increase in BHS Number

Total BHS number increased at a rate of 446% from 1966 to 1970. Likewise, the system accounted for 66% of the total high schools from 1966-1970. In Region 4 alone, barrio high schools grew at a remarkable rate of 140% from 1966 - 1970, comprising 70% of the total high schools within the 5 years.

In the second period:

(1) increase in BHS enrollment

In the second period, the BHS system has been a form of extending educational access by providing high school education to 48% of the high school youth in general and to 52% of the rural youth in Region 4 in particular.

This was made possible by the rapid enrollment increase rate of 208% from the end of the first period to 1975, and 166% from 1975 to the end of the second period.

Compared to the national enrollment, BHS enrollment increased to almost 200% from the first five year of the period to the end of the term,. In Region 4 alone, high school students in BHS grew at 184% from 1975 - 1985. It educated 35% of the total high school students in 1975, and 40% of them in 1985. In Region 4 alone, it provided education to 44% of the high school students enrolled in 1975, and 52% in 1985. Barrio high schools accounted for 40% of the total high schools in both 1975 and 1985, although it showed a decline in the mid-part of the period. In Region 4, barrio high schools composed 41% and 42% of the total high schools in 1975 and 1985, respectively, showing a sharp decline in 1980.

(2) Increase in BHS Number

The number of total BHS number grew at a rate of 173% from the end of the first period to 1975, and 105% from the start to the end of the second period. Compared to the total national number of schools per region, BHS showed a steady growth rate of 3% from 1975-1985.

In the third period:

(1) increase in BHS enrollment

In the third period, the BHS system extended schooling opportunity to rural high school youth by educating an average of 27% of high school students enrolled within the three year period. In Region 4 alone, an average of 36% of high school students were taking their education in barangay high schools. This was made possible by the continued expansion of BHS enrollment.

In general, high school youth enrolled in BHS grew at a rate of 2% from 1985-1987, and up again to 4% from 1987 - 1988. Compared to the total national enrollment, BHS enrollment rate of increase was 28% within the three year period. In Region 4 alone, students enrolled in BHS grew to 112% until 1987, and a very slight increase of 0.3% until 1988.

(2) Increase in BHS Number

Total BHS number increased at a rate of 10.5% within the period. Compared to the total high school growth, BHS were approximately 39% of the total, while in Region 4, it grew at a rate of 1.4 from 1987 to 1989.

These schools accounted for an average of 42% of the total high schools and 43% of them in Region 4 alone. All these are shown by document analysis and questionnaire results.

2. Qualitatively, fluctuation in the performance of the BHS system in terms of student achievement can best be seen within the different periods

(i) During the first few years after its establishment, the achievement of BHS students in terms of test results was fairly favorable in comparison to those of the mother high school. The relatively simple organizational structure of the system, as well as the relevant course

offerings for the youth in the rural areas were main factors responsible for this.

(ii) In the first half of the second period, students' achievement test results fared well in comparison with those of other schools. Meanwhile, the implementation of the NCEE brought about a new dimension to the system and its performance. The examination system singled out those schools whose high school leavers were not good enough for college, thereby casting a spell on the existence of these village schools.

Furthermore, the continued expansion of the BHS system in terms of the number of schools and in terms of student enrollment was so much so that it could no longer keep up its standards of instruction.

(iii) The consistently low performance of the system - in terms of low mean scores in comparison to national mean standard - drew the attention of the government and the Ministry of Education to quality of instruction of these schools in the third period. This happened side by side with the current government thrust towards quality education. With too much comparison in terms of national standards, the comparatively low performance of the system became glaring.

IV. Has the BHS system accomplished its two-dimensional educational objective? How and to what extent.

Beyond extending educational access, it can be said that the BHS system has achieved its educational goals by providing university preparatory education to an increasing number of its graduates at each period: 20% in the first period, 40% and 50% in the second and third periods, respectively. Moreover, it has prepared a good number of its high school leavers for work after school by sending 30%, 40% and 30%, respectively, to work. On the average, the BHS system has prepared more students for university than for work within the three period: 40% have proceeded to college, while 30% have had their self-employment or were employed.

When the curriculum was strongly emphasizing vocational courses, the system turned out more graduates to work after high school. This is seen in Period 1.

When the curriculum was integrated, with the adoption of the BHS Charter and with its re-vocationalization in the first 2 years of the 70's, the percentage of those who proceeded to the university was the same as those who worked after high school. At present, when the curriculum emphasizes quality education, and with the introduction of the FSEP, more graduates proceed to college.

The development of barangay high schools as a form of rural education can best be summarized as follows.

In the first period, the BHS system was a microcosm of the society in which it was situated by: (1) a curriculum that was determined by the community, through its Vocational and Practical Arts Courses (2) flexibility of instructional organization: pace and time of classes were not made to interfere with - or little as possible-existing work patterns and

barrio activities, (3) involving adults as much as children, in identifying priority areas in the curriculum and mobilization of all existing rural personnel (4) placing not too much emphasis on exams, but which were there to provide stimulus for those with special abilities to advance to higher schooling, resulting in (5) fair level of performance.

In the second period, (1) curriculum supervision by the government increased, with increase in financing control (2) although flexibility in course offerings was allowed, organizational structure started to be rigid, because of curricular demands, (3) direct and great involvement of adults decreased in the design of the curriculum, (4) comparison with other schools continued to be emphasized, placing stress on exam results, (5) comparatively low performance became glaring.

In the third period, (1) curriculum was dictated as full control of the government took place with Nationalization, (2) the need for flexibility in course offerings was lost due to a change in financing system, (3) loss of parental and community control, (4) continued stress on evaluation and upgrading of instruction with the verdict usually against the system, (5) loss of the original BHS identity.

Thus, it can be said that the nationalization of these schools has brought some demerits to the system. At present, the increase rate of the barangay high schools has dropped remarkably, and this raises doubts on the ability of the schools to provide educational access to rural youth in general. Furthermore, it has changed the entire structure and organization of the schools, something which raises doubts on the future functions of the system.

THEORETICAL IMPLICATIONS

What are the implications of the application of certain theories on the BHS system of the Philippines?

In accomplishing the objectives of this research, the writer has developed insights into the four theoretical areas of education and educational research upon which this paper has been founded. To reiterate what have been pointed out in the Introductory Chapter, these theories belong to the following four areas of: (1) The School as an Educational Institution, (2) Educational Access and the Measurement of Educational Opportunity, (3) Rural Schools and Rural Development, and (4) School Effectiveness.

(1) First, the four dimensions of educational access have been found to differ in the different stages of BHS development. Educational access was always made available in terms of quantitative increase of the BHS system, in terms of the numerical increase in the schools and in their enrollment. In the first period, the policy responses taken by the government were on the enlargement of the school system. In the second period, responses continued to take the form of expansion, but at the same time together with other measures as provision of alternative education programs to suit varying needs and conditions particularly in the rural areas. Government efforts for increased input were unlikely to produce equal results in terms of national standards. Thus, in the third period, the national response was veered away from expansion of the school system towards improvement of instruction and quality education.

Access defined in terms of the capacity of the parents to send their children to school started to be felt in the government economic policies in the second period by building income-generating programs in the

countryside. In the first period, the strong parental commitment was an essential substitute for financial capacity to send their children to the barrio high schools. In the second period, measures for economic development of the countryside changed the financial circumstance of the rural household. A similar policy is adopted in the present period of BHS growth, but educational reforms seem to hinder the effects of the economic strategies.

But I have always pointed out that even after changing the financial circumstance, the issue on access is far from solved, because access is also defined in terms of the capacity of the school to keep its students in schools.

(2) This point has lead to the second theoretical background and involved the task of investigating into the elements of the BHS system that enabled it to extend the opportunities of schooling to thousands of rural youth. In the analysis of the organizational structure of the system, I have also integrated the points brought out by Kuwahara in his analysis of the School as an Educational Institution. In working out the said ideas on the educational system and school structure, I have chosen to concentrate on the four elements of the BHS system: (1) the school objectives, (2) the school curriculum, (3) parental and community involvement, and (4) the system's financing.structure The reasons for the choice have been indicated in the Introductory Chapter.

It was found out that a gradual change in these four elements was evident in each of the development periods, and that each of these factors was responsible in varying degrees for the successful implementation of the BHS system. A discussion of the first of these elements inevitably involved a discussion of the second because the changes in the curriculum of these schools have effected changes in how the objectives were met. Meanwhile, discussions on the third element necessarily included the

aspects of the fourth, because the changes in the degree of local community and control over the schools occurred in a reverse fashion, with increase in the degree of government control in terms of financing the schools.

In the first period, the content of BHS instruction was inclined to the vocational side; its curriculum was closest to the school's education goals. In the second period, BHS education manifested resiliency towards conforming to national standards - of revisions of instructional contents geared towards a nationally prescribed vocational- technical and work-oriented emphasis, while and maintaining its basic goal of meeting the occupational needs of the rural children. In the third period, the content of the system's instruction has inevitably become a reflection of the nationally prescribed education goals.

The degree of involvement of the local community in the BHS system was a consequence of the degree of governmental guidance, direction and control of the system. In the first period, the barrio high schools were left on their own to be supported by the local leaders to undertake the task of maintaining the system, which meant responsibility towards financing. During the first half of the second period, at least before full government control took over, this participatory role of the local community was exercised to a certain degree. In the third period however, with full national supervision and jurisdiction over the barangay high schools - that came after full government financial support of the schools - the system has lost one of its essential mechanisms.

The research findings indicate that in the first period of BHS development, the content of BHS instruction was consistent with its aims; thus, the outcome of the first barrio high schools was such that they produced more students in the field of work. In the second period, the gradual shift in emphasis and organizational structure showed a marked

change in terms of BHS outcome, although the aims of BHS schooling was basically the same. In the third period, however, the tremendous changes brought about in the instructional content as well as in the elements of the system has produced different outcomes in terms of quantity and quality.

Then too, there was the task of defining access in its fourth dimension: in terms of the outcomes of schooling. But again as I have pointed out at the start of this paper, assessment of the outcomes of schooling involves the task of evaluating school effectiveness.

(3) Thus I have come to the third essential task of integrating some aspects of the theories on School Effectiveness in the discussions of research outcomes. In the process of examining school effectiveness, I have concentrated on one indicator of outcome: that it must relate to the aims of schooling.

In the discussions on the performance of the BHS system and the degree to which it has attained its objectives, I have consistently concentrated on the issue of school outcomes. But there have always existed theoretical disputes over the factors to indicate school outcome. Of the numerous ones indicated by previous researchers, I have chosen the aim of schooling, but again there have been disputes as to what the aims of schooling must be. I have chosen the two-dimensional goal of the BHS system in assessing its outcomes. I have used two indicators in assessing whether the school has been effective in terms of achieving its aims: one is measurement of students' progress made at certain points in their high school stage, and the other is measurement of their occupational work and social outcome. It was found out that the the simple organizational structure of the system and the relevance of instruction were key factors in the favorable performance of the students in the first period. Unfortunately, however, there were limiting factors in the school's effectiveness in the second period. The increased government

participation in terms of increased input, financial assistance and improvement of instruction worked more to stifle student performance because they were judged according to national norms. The same holds true for the third period, when pressures for academic improvement and the stigma of the NCEE results became greater with national control of the schools, effectiveness of the schools in terms of student performance were judged in terms of national standards. This policy simply disregards the basic philosophy upon which the BHS system was built, the nature of the rural students, the essential mechanism of the system and the working arrangements which have made the schools survive until the third period.

But I have always argued that to judge the effectivity of the school in terms of students' performance, and to judge the BHS system as less effective - as the present government has done - is to say that the end results of schooling in the high school level is the same for both the BHS and other schools. To say this is to assume that the opportunities for learning in both is equal, and this runs against the thesis of this paper. I have always considered - as has been presented in the Introductory Chapter - the four factors operating in the educational system, and of these the government has not given attention on the third element in imposing national standards - the surrounding conditions and other influences that work on the rural students in their learning environment. The educational process in the BHS system and the learning environment are entirely different from those of other schools. For instance, the deprived learning conditions in villages matched with the deprived situation in barrio high schools have deleterious effects on the students. To compare and judge their output on the same level and in the same terms is unfair and meaningless from this theoretical point of view.

(4) Over and beyond all these, the barrio high schools are seen as rural schools which cater to the needs of the youth with peculiar education

needs and with different learning environments. An investigation of the system as a rural educational institution necessitated a theoretical framework for analysis of the rural schools and their role in rural development. Thus, I have chosen to include the findings of Coombs in the discussions of the results.

In examining the features of the BHS system according to the framework used by Kuwahara, I have brought out the essential elements of the BHS as a rural educational institution. And one of the essential findings of this research consists of the shifts in the curriculum emphasis in these schools.

In the first period, the impact of vocational emphasis in other regular schools was not successful because the working environment was not supportive of the emphasis. The working conditions of the students did not provide a stimulus for application of the skills learned. In the case of the BHS system, there had already been a link between the schools and the community so that the skills learned in school were applied directly in the immediate community. In the second period, government reforms on the vocational aspects of the high school curriculum set to establish conditions that would coordinate between schools, factories and the immediate community. In the BHS system, the move was a further stimulating factor for the element it had already possessed. It strengthened the vocational emphasis of the barangay high schools of the period through specific introduction of subjects directly related to the industrial modernization of the rural areas, as was seen in the case of Region 4. In the third period, vocational emphasis in the regular high schools was given emphasis as they relate to the economic goals. The same goals as those in the second period were manifested. With the simultaneous directive of placing the BHS system under government control this essential element of the BHS instruction was lost, and with it is expected

to be gone all the other assets that it used to possess as a form of rural education. It is safe to conclude that the BHS system, while being a rural school system, it is not impossible to achieve the two objectives of general education and vocational training, at least in the first two periods of its development.

Finally, it is best to reiterate, that the barangay high schools, as a rural community-centered type of educational institution, possessed characteristics - at certain points of their development which could best be summarized in the following. First the curriculum was partly determined by the local community. With this working arrangement, the system created somehow a sense of community identity and pride in the school as their own undertaking. Second, part of the curriculum centered on the most pressing problems of the barrios/ barangays - whether it was an answer to government demand on curriculum revisions or out of the community decision. If at all, it played a role in rural development, it is first, because, as a formal school, the curriculum was a proper blend of both academic content and vocational learning experiences. Finally, the system showed at least in the first two stages of its development, certain flexibility in instructional organization to suit to the needs of time of the rural youth.

No doubt, the BHS system contributed to rural development and rural transformation. The degree of agricultural production and increase in income in the countryside could not be covered in this study. The kind of rural development that is the concern of this study is not the changes made in agricultural production nor the new farming techniques learned by the community. The concern here is the kind of social transformation brought about by the attitudinal changes and changes in the behavioral patterns of both the youth and the adult members of the local community. It was found that by the students' acquisition of knowledge and skills and

their direct application in the immediate community, the system has helped in some kind of rural transformation. Furthermore, by inducing the adult members of the barangay to put concerted efforts to maintain the BHS system, the schools have developed a certain type of intangible but manifested social transformation of the people in the countryside.

VALUE AND ORIGINALITY OF THE RESEARCH

The value and originality of this research lies in the following:

(1) on educational access and school performance

Foreign works on educational access in the Philippines concentrate mainly on the economic policies of the state in relation to educational results such as student achievement and performance in schools. Furthermore, they cover mainly schools in the country in general without a deep look into the barrio high school.

This study is the first one that focuses on one particular rural school system in the Philippines. Its essence also lies in the discussions on the school's performance in terms of its capacity to keep students in school and the degree to which it has attained its educational objectives by preparing them for academic life or for work life after the high school stage is over.

(2) on the two-dimensional objectives of the BHS system

A number of local researches have been conducted on the organization and operation of the barrio high school system in the country. However, they show some common characteristics. The frequent concerns are on such themes as: the contributions of BHS to countryside development and to the socio-economic progress of the rural areas, on how the system has developed employable skills among children, the aspects of community and rural relations, and comparison of the achievement of BHS students and those of other high schools. In short, they stress only on either of the aspects of the barangay high school system: either its school function, or its community-related function.

No research has yet been conducted to analyze the BHS system in terms of its ability to accomplish its two-dimensional educational

objective. It may be said that this is what the present research has accomplished - although not yet on a very extensive scale.

(3) on the historical development of BHS system in Region 4 in relation to national and regional socio-economic policies

A number of researches have also been carried out on barangay high schools in Region 4. Like the local studies mentioned above, however, they concentrate on problems within the schools, particularly on financial and administrative aspects and suggest possible solutions. Furthermore, they are limited on one specific locality of Region 4.

Unlike the investigations on BHS in Region 4, this study used the whole of the region as subjects of investigation. Unlike any of the researches mentioned above, this study looks into both the external factors that shaped the system while at the same time, maintaining focus on its internal elements. It has done this by investigating the historical development of the BHS system, particularly in relation to national and regional policies, something which has not yet been done until now. Most especially, this research has presented the merits and demerits of the Nationalization movements on the BHS system by relating it and the elements of the system as well as its role in the expansion of educational access. This involves the following. It has given the barangay high schools an identity like that of the other high schools. It has provided a new financing system that at present can be called stable but the future of which is still to be seen. As a consequence, it has brought about hopes and expectations of better educational outcomes which still have to be seen in the near future.

(4) on the institutional features of the barangay high schools

Furthermore, as a historical research under the Department of Educational System, unlike any of the local studies previously made, the present research analyzes the performance of the barangay high schools in terms of the changes made on the features of the school system within its three development periods.

CONCLUDING REMARKS

The merits of a research on the Philippine educational system like this conducted in the University of Tsukuba lies in the following:

It was made possible by the writer's essential background of research framework for analysis acquired from years of research and interaction in the Educational Systems Department in the Institute of Education.

This theoretical background of the mechanism of the educational system in general and of the essence of the schools as an educational institution and their relation to other social institutions, has provided a vital tool for a research necessary to improve the educational system of the Philippines.

Likewise, a firmly established foundation of the theories on Policies and Policy Implementation in the various administrative levels, acquired from the Department, was an essential tool in achieving the goals of this study.

Furthermore, research materials on the Philippines, although extremely scarce, could be obtained through the assistance and untiring support of the writer's Advisers and Professors, not to mention Prof. Sho Takakura, Prof. Miyao Mano, Prof. Toshiaki Kuwahara, and Yokuo Murata.

It is not only their precious assistance in the acquisition of research materials that deserve merit here, but also their endless encouragement and advice in the theoretical as well as practical aspects of this research.

TASKS FOR FUTURE RESEARCH

1. An investigation on just how the BHS curriculum and instruction have benefitted directly - or otherwise - the graduates should be done. For this purpose, it is necessary to conduct a survey on the BHS graduates, in order to relate the relevance of BHS instruction to life after school.

2. Examination results of the BHS students, particularly in the third period, should be studied. Research materials for this have been extremely limited in the present thesis. On the national level, results of the NCEE should be looked into, and on the regional level, results of achievement tests can be obtained from the Division Offices which could not be obtained for the present study because of time limitations.

3. It is too early to trace the effects of Nationalization of schools and the implementation of the Free Secondary Education Plan on barangay high schools. Furthermore, the SDEP will not be fully implemented in all year levels in the high school until 1992. The quantitative effects of the FSEP on the numerical growth of the barangay high schools, and the qualitative effects of the SDEP on the performance of the system will have to be evaluated by then.

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A P P E N D I X

Regional Summary of BHS Distribution

REGION NUMBER	REGION NAME	NO. OF PROVINCES	NO. OF CITIES	NO. OF MUNICIPALITIES	NO. OF BARANGAYS	NO. OF BHS
NCR	NATIONAL CAPITAL REGION	-	4	13	1689	0
CAR	CORDILLERA, APAYAO REGION	5	1	75	1157	0
1	ILOCOS REGION	4	3	122	3251	332
2	CAGAYAN REGION	5	0	93	2291	54
3	CENTRAL LUZON	6	5	116	2864	188
4	SOUTHERN TAGALOG REGION	11	6	213	5456	365
5	BICOL REGION	6	3	112	3456	226
6	WESTERN VISAYAS REGION	6	8	123	4045	228
7	CENTRAL VISAYAS REGION	4	9	123	3000	144
8	EASTERN VISAYAS REGION	6	3	139	4387	184
9	WESTERN MINDANAO REGION	5	4	99	2697	122
10	CAGAYAN DE ORO REGION	7	7	116	2471	126
11	SOUTHERN MINDANAO REGION	5	2	84	1734	127
12	CENTRAL MINDANAO	5	3	105	2892	105
TOTAL	13	75	58	1433	39390	2201

BARRIO HIGH SCHOOL CURRICULUM

FIRST YEAR

1. Reading, Grammar and Composition I
2. C. E. R. C. I
3. Philippine Community Life and Current Events
4. Pilipino I
5. Arithmetic I
6. General Science I
7. Practical Arts or H. E.
8. Health and P. E. I
9. Music I

SECOND YEAR

1. Reading, Grammar and Composition II
2. C. E. R. C. II
3. Philippine History and Government, and Current Events
4. Pilipino II
5. General Health
6. General Science II
7. Practical Arts or H. E. II
8. Health and P. E. II
9. Music II

THIRD YEAR

1. Literature III
2. C. E. R. C. III
3. Composition III
4. Philippine Problems and C. E.
5. Pilipino III
6. Geometry
7. Biology
8. Vocational Education A or H. E. (Girls)
9. Health and P. E. (Boys)
10. P. M. T.
11. Music III

FOURTH YEAR

1. Literature IV
2. C.E.R.C IV
3. Composition IV
4. World History and Current Events
5. Pilipino IV
6. Algebra
7. Advanced Arithmetic
8. Physics
9. Vocational Education B or H. E.
10. Health and P. E. (Girls)
11. Health and P.E (Boys)
12. Music IV
13. P. M. T.

THE POLITICAL STRUCTURE OF THE BARRIO (BARANGAY)

A Barrio Council, the highest politically-recognized governing body in a Philippine barrio, is composed of the Barrio Council which is headed by a Barrio (Barangay) Captain and their respective officers. They include the following:

BARRIO (BARANGAY) CAPTAIN

BARRIO COUNCIL PEACE AND ORDER COMMITTEE

PUBLIC WORKS COMMITTEE

FINANCE AND APPROPRIATIONS COMMITTEE

EDUCATION COMMITTEE

HEALTH AND SANITATION COMMITTEE

SOCIAL WELFARE COMMITTEE

Other barrios (barangay) may add other respective officers as the need of the local community arises and as they feel fit.

THE BARRIO HIGH SCHOOL CHARTER

SIXTH CONGRESS

of the

REPUBLIC OF THE PHILIPPINES NINTH SPECIAL SESSION

Begun and held in the City of Manila on Monday, the second day of June, nineteen hundred and sixty-nine

(REPUBLIC ACT NO. 6054)

AN ACT TO INSTITUTE A CHARTER FOR BARRIO HIGH SCHOOLS

WHEREAS, by Constitutional mandate, the Government is committed to the establishment and maintenance of a complete and adequate system of public education;

WHEREAS, the Philippine Government has established an educational system consisting of the elementary, secondary and collegiate courses pursuant to the Constitution;

WHEREAS, of the three levels, the secondary is and has always been the bottleneck and the weakest link of the school system, considering that only one of five high school youths is in school;

WHEREAS, of the three levels of instruction, the support of the high school has been entrusted to local government and/or to the people;

WHEREAS, the average attainment of our people is the fifth grade, which is less than the requirements of literacy;

WHEREAS, the fluctuating and varying capacity of the local governments to finance the operation of the public high schools has resulted in the weakening of this important link between the lower and upper rungs of the school system;

WHEREAS, the unstable source of funds for the public high schools cannot cope with the increasing demand for high school education;

WHEREAS, the minimum requirement for employment in the lowest available job is graduation from high school;

WHEREAS, there are about five million Filipino youth of high school age who should be given every opportunity to continue their studies and thereby raise the average national educational level beyond grade six;

WHEREAS, the two major causes of school dropouts as revealed by official surveys are financial difficulty and distance of students' homes from schools;

WHEREAS, the establishment of a high school close to the homes of students will solve, at least partly, the problem of distance and consequently, the problem of economy;

WHEREAS, a few barrio high schools have been established on experimental basis, and in the light of their successful beginning, over one thousand of them have followed suit in the different parts of the country; and

WHEREAS, there is a direct relation between the level of education of the people and the level of their socio-economic status; Now, therefore,

Be it enacted by the Senate and House of Representatives of the Philippines in Congress assembled:

SECTION 1. Declaration of Policy — It is hereby declared to be the policy of this Act to make possible equal opportunities for high school education for all the children of all the people of the Philippines regardless of the place of birth or of the economic condition of their parents, thus enabling all the people to achieve high school education.

SECTION 2. Title of the Act — This Act shall be known and referred to as the "Barrio High School Charter."

SECTION 3. Definition — The term "Barrio High School" shall apply to all high schools established in the barrios of the Philippines except those opened and maintained by the Bureau of Public Schools, the Bureau of Vocational Education, the private high schools under the Bureau of Private Schools and laboratory high schools of State Universities and Colleges, offering the standard secondary course prescribed by the Department of Education in cities and municipalities and are organized, maintained and supervised in accordance with the provisions of this Act.

SECTION 4. Requirement for Organization — Pursuant to the policy of this Act, barrio high schools may be organized in the barrio at the instance of the barrio council whenever at least forty students in the barrio are available to constitute a class.

SECTION 5. Initiative of the Council — It shall be the duty of the barrio council to initiate the organization of the barrio high school whenever at least forty students eligible for high school whose parents have signed a petition for the establishment of a barrio high school are available. Said petition shall be submitted by the council together with its resolution of approval to the Superintendent of Schools, and the latter shall recommend the opening of the barrio high school when the same is urgent and will serve public interest in the barrio concerned. Two or more barrios may establish a barrio high school and the expenses for the establishment, operation and maintenance, thereof, shall be borne proportionately by the barrios concerned.

SECTION 6. Administration and Supervision — The Secretary of Education through the Director of Public Schools shall have the power to authorize the opening of barrio high schools and the closing of any, which he may by rule or regulation promulgated by authority of this Act: Provided, that the Superintendent of Schools shall have the power of administration and supervision over all barrio high schools within the jurisdiction of his division. He shall place the direct administration and supervision of each barrio high school with the principal of the complete public high school nearest to the particular high school: Provided, however, that the barrio councils shall assume responsibility for the administration of funds for the operation of barrio high schools in their respective jurisdiction including the safekeeping as trust funds of incomes derived from school and other sources and of the

proper disbursement thereof pursuant to a budget duly approved by them in accordance with rules as prescribed therefore, subject to the usual accounting and auditing regulations.

All funds for the establishment, operation and maintenance of barrio high schools shall be deposited with the Municipal Treasurer by the Barrio Treasurer, who shall be bonded in an amount to be fixed by the barrio council: Provided, that in the case of a barrio high school established and operated by two or more barrios, the manner of deposit and disbursement of the funds therefore shall be fixed and determined by the Auditor General or his duly authorized representatives.

SECTION 7. The barrios shall be answerable for all claims arising from the operation of the barrio high schools in their respective jurisdiction: Provided, that in the case of a barrio high school established and operated by two or more barrios, the liability shall be joint and several.

SECTION 8. Financing — The barrio high school shall be supported primarily by the tuition fees paid by students which amount shall not be higher than what is paid in the provincial high school and secondarily by the following sources, among others:

(a) Aside from any amount which the barrio council may appropriate out of the ten per centum of real estate tax accruing to the Barrio General Fund under Section Twenty-three of Republic Act Numbered Three thousand five hundred ninety, an amount equivalent to five per cent (5%) of the said real estate tax collected within the barrio to be deducted in equal amount from the share of the province and of the municipality shall be allotted to the corresponding barrio should such barrio have a barrio high school or should it decide to establish one: The said amount shall be appropriated by the barrio council exclusively for the improvement of instruction in its barrio high schools, such as the purchase of high school textbooks. For this purpose, Commonwealth Act Numbered Three thousand five hundred seventy and Republic Act Numbered Three thousand five hundred ninety are hereby amended accordingly;

(b) The five million pesos or so much thereof appropriated by Republic Act Numbered Five thousand four hundred forty-seven as aid to barrio high schools is hereby constituted as

a special trust fund to be administered by the Secretary of Education, the proceeds of which shall be used exclusively as national contribution to barrio high schools. For this purpose, Republic Act Numbered Five thousand four hundred forty-seven is hereby amended accordingly.

SECTION 9. Teachers and Staff — In appointing teachers, the Superintendent of Schools shall see to it that teachers for barrio high schools shall have the same qualifications required of teachers in any provincial, city or municipal high school and that there shall be at least one full-time qualified teacher in the staff: Provided, that qualified teachers of the barrio elementary school that houses the barrio high school and other qualified teachers, with the approval of the Superintendent, may be allowed to handle classes on part-time basis.

SECTION 10. Compensation — The salaries of full-time classroom teachers of the barrio high schools shall be at least equal to the rate of salary of teachers of the same rank and category in regular public high schools: Provided, that honoraria for part-time teachers shall be determined by rules and regulations which the Secretary of Education shall promulgate: And Provided, further, that such teachers shall not be assigned to more than two periods per day of classroom work: Provided; finally, that the Secretary of Education is hereby authorized to adopt a reasonable schedule of honoraria for personnel of the Bureau of Public Schools who are assigned additional duties relative to the operation of barrio high schools, any law to the contrary notwithstanding.

SECTION 11. Curriculum — The barrio high school shall adopt an integrated curriculum or curricula consisting of academic and vocational subjects, the proportion thereof shall depend upon the needs and conditions of the community where the barrio high school is located: Provided, that the vocational course in each curriculum year shall be terminal.

SECTION 12. Miscellaneous Provisions — No barrio high school, except those existing at the time of the approval of this Act, may be authorized to open in the *poblacion* nor within a three-kilometer radius of any existing high school: Provided, that the Secretary of Education may determine by regulation the exceptions to the foregoing when public interest so requires.

Whenever necessary, the Superintendent of Schools shall authorize the use by the barrio high school of hand tools, materials

and supplies for practical arts and vocational courses existing in the elementary school where the barrio high school holds classes.

SECTION 13. Use of Existing Facilities — The Bureau of Public Schools and the Bureau of Vocational Education are hereby authorized and directed to allow the use of their existing facilities by the barrio high schools whenever the same are not in use by their respective schools.

SECTION 14. All ordinances approved by barrio councils relating to the establishment and operation of the barrio high school shall be subject to review by the respective city or municipal council to determine whether such ordinances are not inconsistent with law or municipal ordinance. If the city or municipal council does not take action on the ordinance within fifteen days, non-working days excepted, it shall be deemed as approved. Any disagreement of the action by the city or municipal council shall be referred to the provincial or city fiscal, as the case may be, for final action pursuant to Section Twenty of the Revised Barrio Charter.

SECTION 15. Rules and Regulations — In order to fully implement the policy of this Act, the Secretary of Education is hereby directed and authorized to promulgate all necessary rules and regulations including but not limited to costs of tuition and other fees, which must be reasonable and uniform; the sharing of school facilities and personnel; the problem of accreditation and student transfers; causes for closure of barrio high schools: Provided, that no barrio high school shall be closed without giving said barrio council a reasonable time within which to fulfill all requirements of law or regulation; and others.

SECTION 16. Repealing Clause — All laws or regulations in conflict or inconsistent with this Act are hereby repealed and/or amended accordingly.

SECTION 17. Extent of Applicability — This Act shall cover all barrio high schools: Provided, that barrio high schools existing at the time of the approval of this Act shall be given a reasonable time within which they shall comply with the requirements of this Act.

SECTION 18. Separability Clause — If any part, section or provision of this Act shall be held invalid or unconstitutional, no other part, section or provision hereof shall be affected thereby.

SECTION 19. Effectivity — This Act shall take effect upon its approval.

Approved, The Honorable

(Sgd.) EVA ESTRADA KALAW

Senator

Chairman, Committee on Education
(Author and Sponsor)

(Sgd.) GIL J. PUYAT

President of the Senate

(Sgd.) JOSE B. LAUREL, JR.

Speaker of the House of Representatives

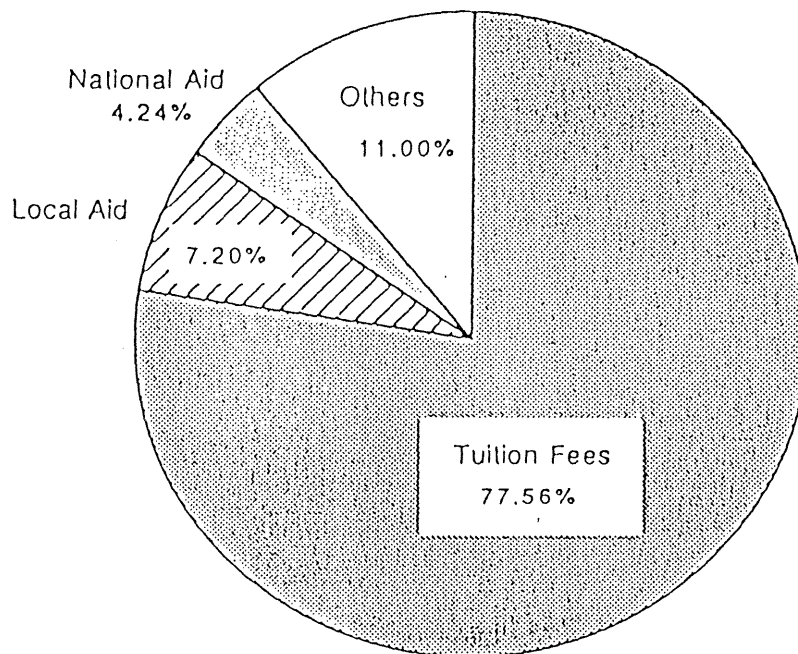
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Regional NCEE Mean Performance - 1975 - 1985

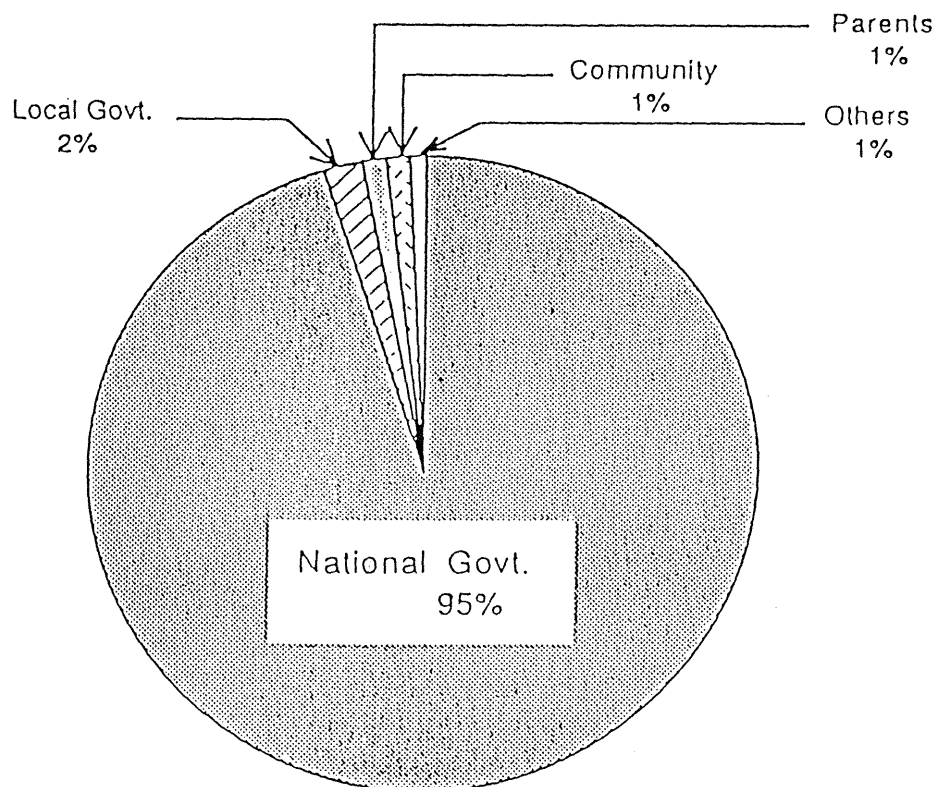
	NCR	R 1	R 2	R 3	R 4	R 5	R 6	R 7	R 8	R 9	R 10	R 11	R 12
1975		493.5	474.3	492.9	534.8	515.1	491.5	520.7	475.0	483.5	486.8	499.4	483.1
1976		517.2	495.2	500.8	525.1	512.0	503.3	519.1	506.1	502.9	496.0	503.9	492.9
1977	547.1	508.6	504.4	513.2	512.0	502.0	502.8	520.8	504.1	502.0	495.6	507.9	495.7
1978													
1979	542.0	493.1	499.4	506.8	503.0	481.6	479.5	495.6	473.6	479.4	470.3	481.3	480.3
1980	532.4	488.2	485.5	516.6	504.4	488.9	478.4	485.7	483.7	492.5	475.2	490.4	484.1
1981	541.9	489.6	495.8	493.5	496.6	491.8	486.4	498.9	485.4	492.1	479.7	498.9	489.9
1982	534.5	491.5	493.6	501.1	502.7	489.6	485.7	499.3	487.0	491.0	488.8	489.8	483.5
1983	544.8	492.8	488.8	501.6	503.3	487.7	479.8	497.0	478.2	478.5	480.5	493.3	480.7
1984	531.1	495.1	490.2	500.5	508.2	486.9	476.8	497.4	483.6	484.4	471.9	493.9	488.6
1985	534.7	491.9	492.7	505.0	509.6	485.0	485.8	504.0	482.6	472.6	485.4	484.5	484.9

DISTRIBUTION OF TOP-SCORING SCHOOLS BY REGION

Region	Grand Total	TOTAL NO. OF SCHOOLS		NO. OF TOP-SCORING SCHOOLS		TOTAL NO. OF TOP-SCORING SCHOOLS	RANK
		PUBLIC	PRIVATE	PUBLIC	PRIVATE		
NCR	329	117	212	4	25	27	1
1	639	429	210	7	15	22	3.5
2	286	171	115	1	18	19	5
3	458	264	194	1	10	11	9
4	833	478	355	2	13	15	7.5
5	428	288	140	2	16	18	6
6	529	383	146	2	20	22	3.5
7	376	210	166	3	23	26	2
8	355	284	74	0	7	7	11
9	240	173	67	0	2	2	13
10	377	225	152	1	11	12	10
11	359	204	155	0	15	15	7.5
12	263	173	90	1	3	4	12

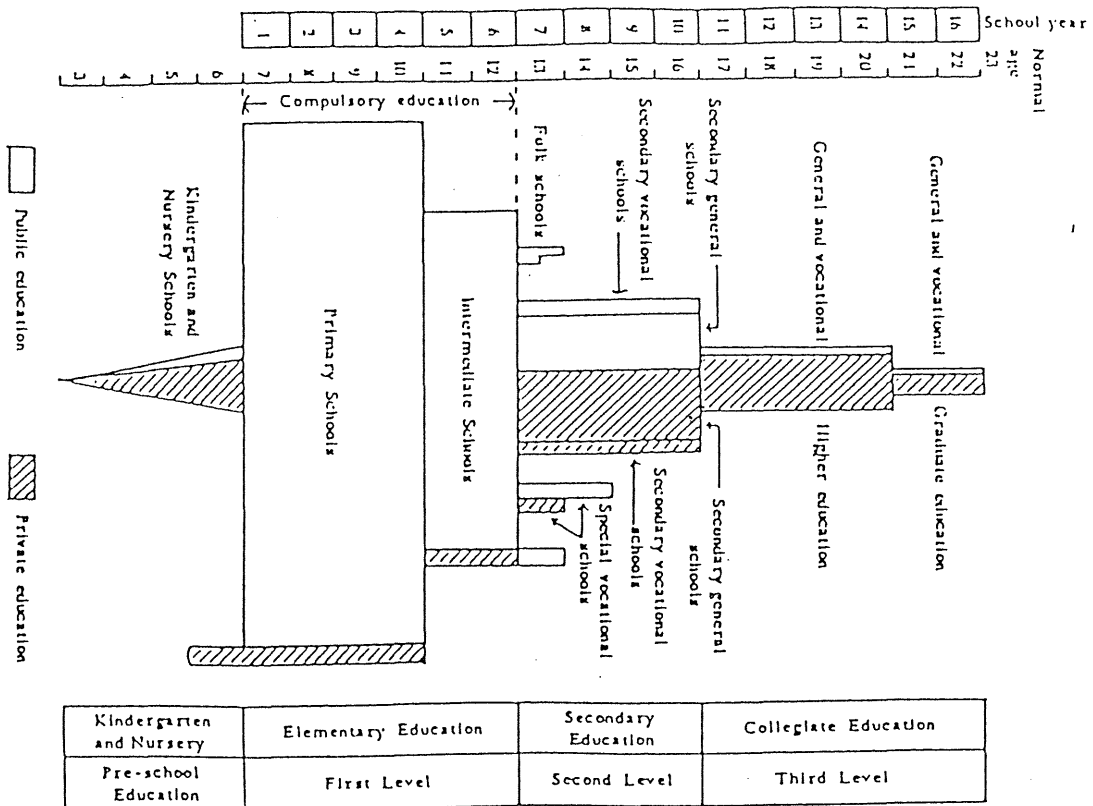


A Comparison of BHS Income from Tuition Fees, National and Local Government Aid, and Other Sources, Period I

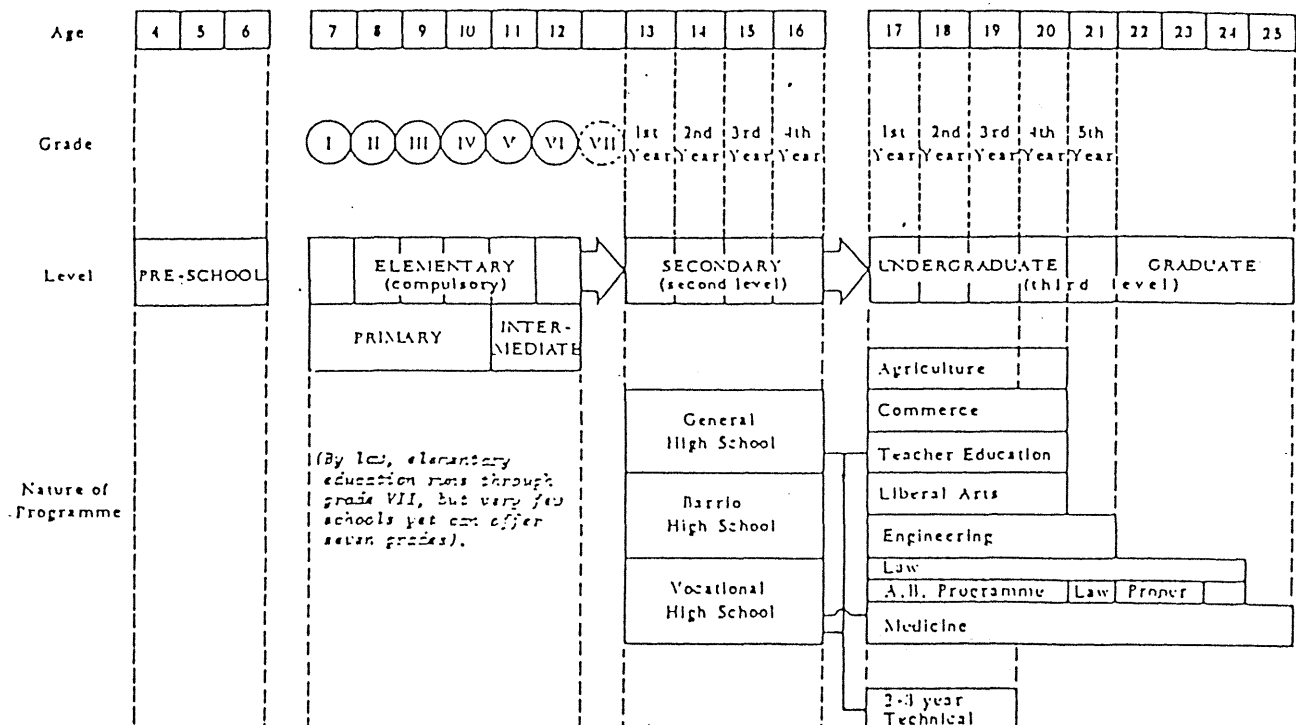


A Comparison of BHS Income from National Govt and Local Govt. and Parents and Community and Other Sources, Period III

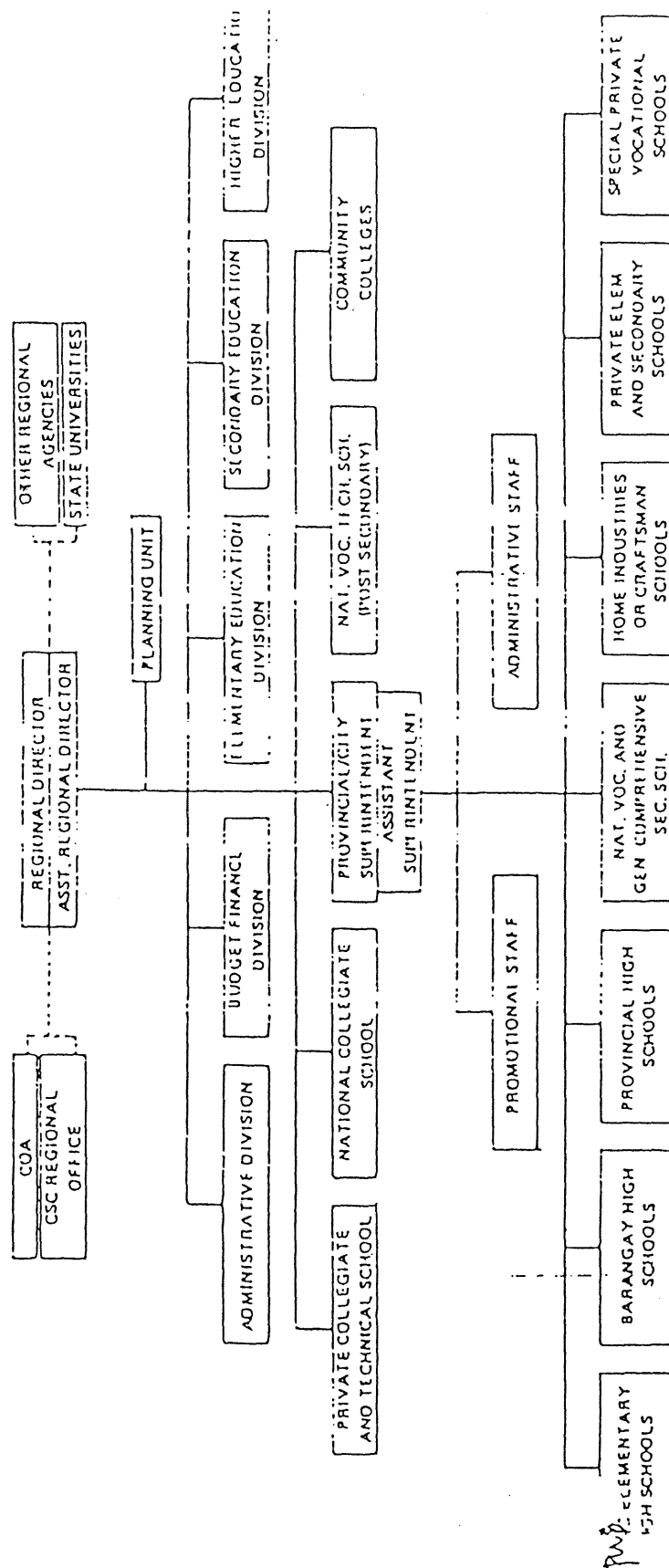
EDUCATIONAL SYSTEM OF THE PHILIPPINES



STRUCTURE OF THE FORMAL SYSTEM OF EDUCATION OF THE PHILIPPINES, 1973



ORGANIZATIONAL CHART MEC. REGION IV



REPUBLIC OF THE PHILIPPINES
National Board of Education
MANILA

May 30, 1973

THE REVISED SECONDARY CURRICULUM

Time Allotment - Minutes per week

	1st Year		2nd Year		3rd Year		4th year	
	Units	M/W	Units	M/W	Units	M/W	Units	M/W
Comm. Arts (Eng)	2	300	1	180	1	180	1	180
Comm. Arts (Pil)	1	180	1	180	1	180	1	180
Soc. Studies	1	180	1	180	1	180	1	180
Science	1	180	1	180	2	300	2	300
Mathematics	1	180	1	180	1	180	1	180
Prac. Arts/ Vocation. Course	1	300	1	300	1	300	1	300
Electives								
(Academic/ Vocational)	-	-	1	180/ 300a	2	300/ 600b	2	360 600b
Youth Devlpt. Training (1-III) Citizens Army Training (IV)	1	300	1	300	1	300	1	300

X The Teaching of New Constitution shall be integrated in the course of Philippine History and Government

X The teaching of Vocational subjects to choose from which will give the students sufficient training for initial faithful employment and/or preparation for the post secondary technical institutes. There should be as many series or sequences of vocational courses (agriculture, fishing, etc) which the community demands and which the school can afford to offer.

a If elective in Practical Arts and in Shop or Field Work, it should be 1 unit for 300 minutes a week or 1 hour a day for 5 days a week. If elective is academic, it should be 1 unit for 180 minutes or 1 hour a day for 3 days a week.

GUIDELINES ON THE NEW SECONDARY EDUCATION PROGRAM, 1975

General Guidelines

1. A re-scheduling of subjects should be made such that the related subjects may be taken in one shift and the practical arts/vocation education subjects may be taken in another shift.

Since Practical Arts and Vocational Courses may require, in certain projects, that students spend more time in the herein prescribed number of hours, the daily school program should require that students devote one half of the school day to practical arts/vocational courses, and the other half to related subjects. If necessary, Youth Development Training and Citizens Army Training may be offered on Saturdays.

2. Practical Arts courses will be offered only in the first year for a minimum of 600 minutes or two hours daily.

3. Vocational education courses will be required in the Second, THird and Fourth YEars.

4. The credits and minimum time allotment for Practical Arts and Vocational Education courses are as follows:

Subjects	1st year		2nd year		3rd year		4th year	
	Unit	M/W	Unit	M/W	Unit	M/W	Unit	M/W
Practical Arts	2	600	-	-	-	-	-	-
Vocatl. Educ.	-	-	3	900	3	900	3	900

5. A re-study of the related subject offerings (academic subjects) will be made to possibly reduce the number of academic subjects and to eliminate the system of electives.

Republica ng Pilipinas
 Ministri ng Edukasyon, Kultura at Isports
 Rehiyon IV - Katimugang Tagalog
 Sangay ng Laguna
 Purok ng Kanlurang Calamba
 Paaralang Secondarya ng Kanlubang
 Kanlubang

SCHOOL ACTIVITIES PLAN FOR VALUES EDUCATION

OBJECTIVES	STRATEGIES	AGENCY/PERSON INVOLVED	FUND RESOURCE	TIME FRAME	PROGRESS INDICATORS
1. Orient the teachers on the background and goals of the project	Conduct teachers' meetings	School Head Teachers	Local	Last week of July	All teachers gained insight into the background of the project
2. Organize the school network	<p>Confer with Master teachers and Key teachers</p> <p>Organize working committee</p> <p>Define duties and responsibilities</p> <p>Prepare Action Plan</p>	<p>Principal</p> <p>Master Teachers</p> <p>Key Teachers</p>	Local		<p>Working committees were organized:</p> <p>a. curriculum</p> <p>b. approaches and methods</p> <p>c. community involvement</p> <p>d. evaluation</p> <p>Duties and responsibilities of different committees were defined</p> <p>Current social problems were identified and prioritized according to its seriousness</p>
3. Identify current and social problems, realities and corresponding moral values to be developed	<p>Conduct homeroom activities to surface social problems of pupils</p> <p>Invite leaders from different sectors of the community to talk on the current social problems and realities</p>	<p>Principal</p> <p>-Teachers</p> <p>Pupils</p> <p>Parents</p> <p>Leaders from the different sectors of the community</p>			

	Prioritize social problems gathered from the pupils, parents, etc.				
4. Disseminate information about the roles and responsibilities of the school and the community as partners in the values development program	Conduct homeroom PTA meetings regularly Hold convocations, panel discussions, etc with parents and other community members	Principals Teachers Parents Community Leaders Civic and Religious organizations		3rd week of August 2nd week of September and every end of grading period thereafter	Roles and responsibilities of teachers and partnership program were defined
5. Utilize existing curriculum materials in the development of moral values	Conduct seminar-workshop in analyzing the value content of existing curriculum materials preparing enrichment materials and evaluative instruments for each grade level	Principals Teachers	Local	4th week of August to 1st week of September on-going	Existing TY, FLC, MLC were analyzed for their value context Enrichment materials evaluative instruments were prepared
6. Adopt appropriate approaches and methods for the development of behavioral change among pupils	Conduct demonstration classes on the approaches, methods and strategies for behavioral change Conduct off-campus teaching using the PIVADOS approach	Principals Master Teacher Key Teachers	Local	4th week of September October	Approaches and strategies for behavioral changes were tried out and adopted Community and local govt. officials participated in the project
7. Evaluate the partnership on Values Education Program	Activate the evaluation committee take note of the parents' attendance to school meetings programs and the like	Principal Evaluation Committee Guidance Counselors			
a. Community Involvement	classroom visits	P.T.A.	Local	4th week of November	Mutual partnership on school and community curriculum materials and appropriate strategies were vital factors in the moral reformation program
b. Relevancy of curriculum materials	Interview/dialogue with teachers and parents				

c. appropriateness of approaches/ strategies and evaluative instruments	Observe pupils reactions/ activities and use of checklist	Selected Parents				
8. Modify, revise and enrich operational strategies	Recommend modification/ revisions/ enrichment based on the result of the evaluation	Principal Selected Teachers	Local	1st week of December	Modification, revisions and enrichment of the operational strategies were made.	
9. Implement the modified/ revised enriched program	Conduct seminar-workshops for dissemination and implementation of the recommended program	Principal Teachers	Local	1st week of January to March	Internalization of moral values through education was strengthened.	
	Supervise classroom activities on values development	Principal Teachers	None	on-going		

Prepared by:

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Republic of the Philippines
 DEPARTMENT OF EDUCATION, CULTURE AND SPORTS
 REGION IV
 DIVISION OF LAGUNA
 CALAMBA WEST DISTRICT
 CANLUBANG BARANGAY HIGH SCHOOL
 Mangumit, Canlubang

DIMENSION	OBJECTIVES	ACTIVITIES	PERSONNEL INVOLVED	EVALUATION
1. Curriculum Development	Enrich the curriculum to make it more relevant to present needs	Integrate the different government thrusts and include current issues in the different subject areas.	Teacher Community	20% of the government thrusts and current issues to have been integrated and included in the different subject areas.
	Develop and produce additional instructional materials from indigenous materials	Prepare and produce additional instructional materials available in the community.	Teachers Students	At least 20% of instructional materials to have been prepared and produced by at least 25% of the teachers.
2. Student Development	Encourage the full participation of students in curricular offerings	Plan, organize and conduct different school program and activities and school organization.	Schoolhead Students Teachers	50% of the population to have participated in at least 30% of the school programs and activities and school organization.
	Produce well-rounded students by strengthening the teaching of value education in the classroom	Integrate positive values in all subject areas.	Schoolhead Teachers Students	20% of the positive values to been integrated in all subject areas.
	Increase the achievement level of the students to at least 1% in all subject areas especially in CA, English Filipino, Math Science and Social Studies	Conduct tests in all subject areas - Diagnostic, Summative and Achievement	Schoolhead Teachers Students	Achievement level of the students to have been increased at least 1% in all subject areas especially in CA, English, Math, Science and Social Studies.

3. Faculty Development	Upgrade and Improve teachers skills and competencies in teaching	Attend In-service trainings seminar workshops conducted by the region, division,district	School Division Supervisors Regional Trainers District Personnel, Teachers	20% of the in-service trainings conducted to have been attended by at least 50% of the teachers.
		Supervise/ observe teachers at work.	Teachers/ Schoolhead	50% of the teachers to have been supervised and observed.
		Conduct professional meetings with teachers at least once a month	Teachers/ Schoolhead	Professional meetings conducted to have been attended by at least 75% of the teachers.
4. Organizational Climate	Minimize intrigues, conflicts and power struggle among teachers.	Delineation of duties and responsibilities.	Schoolhead Teachers	All problems, conflicts and intrigues were attended to.
	Maintain a wholesome rapport with teachers and community	Fairness in dealing with peers. Coordinate with teachers and community the different school programs and activities.	Schoolhead Teachers Community	50% of the teachers and community to have been coordinated with the different school programs and activities.
5. Physical	Maintain the upkeeping of the school plant and facilities.	Improve and maintain the the school plant and facilities. 1. repair	Teachers Students Community Schoolhead Barangay officials	30% of the school buildings, classrooms to have been improved and maintained.
	Provide adequate school facilities conducive to learning conditions	Purchase the needed equipment	Teachers Students. Teachers	20% of the needed equipment to have been purchased
				75% of the data should have been updated.
6. Societal	Update EMIS to make it more functional.	File memoranda, curriculars, bulletins, and other ,materials properly.	CSE Management Brgy. Officials Graduates	20% of the needed materials should have been purchased through the fund donated.
7. Finance	Raise funds for the purchase of needed tools, equipment and supplies.	Request for CSE management, barangay officials, graduates for donations to purchase the needed materials, tools and equipment.	Teachers Students	10% of a fund-raising campaign program should have been held.
		Hold fund-raising campaign for additional fund/income.	Teachers Community Students	

QUANTITATIVE OUTPUT OF BARRIO HIGH SCHOOLS
NUMBER OF BARRIO / BARANGAY GRADUATES

SCHOOLYEAR	YEARLY GRADUATES
1967-68	4403 **
1968-69	2000
1969-70	18061
1970-71	26320
1971-72	45876
1972-73	7816
1973-74	50000
1974-75	67596
1975-76	120000
1976-77	
1977-78	
1978-79	
1979-80	
1980-81	
1981-82	
1982-83	114628
1983-84	124135
1984-85	
1985-86	

** It is well-known that after the first three barrio high schools in Urdaneta in 1964 with only 352 graduates, many other schools started with years above the 1st year, that is, with 2nd, 3rd, or even 4th year. This is the reason why the total number of first graduates is 4403.

A COPY OF QUESTIONNAIRE SHEETS FOR TEACHERS

SEX: ___ M ___ F AGE: _____

PRESENT POSITION: ___ full-time teacher ___ part-time teacher
 ___ head teacher ___ others

HIGHEST EDUCATIONAL ATTAINMENT: _____

What was your major field of study? _____

What subjects do you teach at present? _____

1. How long have you been teaching in BHS? _____ years and _____ months
2. How far from the barangay high school do you live? (please specify distance and time needed from your home to school) _____
3. (for part-time teachers only)
 Are you teaching in other schools? ___ Yes ___ No
4. If so, what type of school are you teaching beside BHS?
 ___ national ___ provincial
 ___ municipal ___ city
 ___ others (please specify) _____
5. How many classes do you teach in BHS? _____
6. When was your B H S established? Year___ Month _____
7. How was your B H S established? (please check)
 ___ by parents' request ___ through Bo. Council petition
 ___ Town/City Mayor's idea ___ others (please specify)_____
8. Where is your B H S located? (please check)
 ___ in a public elementary school building
 ___ in a separate building (please specify how it was built)

 ___ in a rented building
 ___ others (please write the details) _____
9. How many classes are being conducted in your B H S ?
 TOTAL:----- No. of 1st year classes -----
 No. of 2nd year classes ---- No. of 3rd year classes -----
 No. of 4th year classes ----
10. On June 10, 1987 EO 189 was released, placing BHS under the direct administration and control of DECS, has the name of your BHS changed after Nationalization?___ YES ___ NO ___ DON'T KNOW ___ NOT SURE
11. If No, why do you think that even after BHS Nationalization, BHS name has not changed? (please write freely)

12. Do you think BHS has changed because of this government policy?
 ___ YES ___ NO ___ DON'T KNOW ___ NOT SURE
13. If your answer is yes, in what ways do you think BHS has changed, generally, after the implementation of, Nationalization?

☐ Barrio High Schools have improved, generally.
☐ Barrio High Schools became worse.
☐ Barrio High Schools did not change at all.
 others: _____

14. Specifically, what were the changes made in BHS due to Nationalization? (please check)

- (1) Enrolment: ☐ increased ☐ decreased ☐ no change
 (2) Curriculum: ☐ improved ☐ became worse ☐ no change
 (3) Textbooks: ☐ increased ☐ decreased ☐ no change
 ☐ better ☐ worse ☐ no change
 (4) Science, PA
 % Voc. Subj.
 Equipment: ☐ improved ☐ became worse ☐ no change
 (5) Teacher
 Quality: ☐ improved ☐ became worse ☐ no change
 (6) Teacher
 Supervision: ☐ improved ☐ became worse ☐ no change
 (7) Parents & Community
 Interest ☐ greater ☐ less ☐ no change
 (8) Financing: ☐ more local support, less national
 ☐ more national support, less local
 ☐ more parental comm. support
 ☐ no change
 (9) Others: _____

15. What kind of curriculum has B H S offered in each of the following stages of BHS history?
 (please check one item for each, the stage when you experienced teaching in BHS)

	'64-69	'70-86	'87- PRESENT
(1) more academic with less vocational	-----	-----	-----
(2) more vocational with less academic	-----	-----	-----
(3) purely academic	-----	-----	-----
(4) purely vocational	-----	-----	-----
(5) both academic & voc	-----	-----	-----

16. Specifically, what were the changes made in BHS Curriculum with the implementation of the new curriculum under SEDP?

- ☐ more academic subjects introduced
☐ more vocational subjects introduced
☐ academic subjects lessened
☐ vocational subjects lessened
☐ integration of both academic and vocational
☐ other comments

17. At present, what do you think is the most useful aspect of the BHS curriculum for the children in the barrio?

- ☐ its academic subjects ☐ its vocational course
☐ its Practical Arts Course ☐ others (please specify)

18. Why do you think so? _____

19. What benefits do Vocational and Practical Arts subjects give to BHS students? (please rank 1, the most useful, to 8, the least useful)

- ☐ (1) earning to pay for high school education

- _____ (2) for family income
 _____ (3) both 1 and 2
 _____ (4) to prepare for work after graduation
 _____ (5) earning for personal enjoyment
 _____ (6) all of the above
 _____ (7) for community development
 _____ (8) others

20. What kind of Practical Arts, Vocational subjects are offered in your BHS? (please list 5 most common ones for each)

PRACTICAL ARTS		VOCATIONAL	
1.		1.	
2.		2.	
3.		3.	
4.		4.	
5.		5.	

21. What skills does BHS develop most among rural children? (please rank your answer from 1, the skill most developed, to 6, the skill least developed in BHS)

- _____ (1) academic learning skills
 _____ (2) vocational skills
 _____ (3) co-curricular skills (Sports, Singing)
 _____ (4) social ability
 _____ (5) income-earning capacity
 _____ (6) contribute to community development
 _____ (7) others (please specify)

22. The original objective of the BHS was two-fold: to provide university-preparatory education for those who can and like to go to university, and to provide vocational skill-training for those who intend to work after high school. Do you think your B H S has attained these objectives in the following stages of BHS development? (Please check one for each stage when you experienced teaching in BHS)

	1964-1969	1970-1986	1987-present
YES	-----	-----	-----
NO	-----	-----	-----
DON'T KNOW	-----	-----	-----

23. Do you think the BHS system has contributed to the expansion of educational opportunity to children in the provinces?

_____ YES _____ NO _____ DON'T KNOW _____ NOT SURE

If so, how did BHS accomplish this in each of the following stages of its development? (please rank 1 to 4 for each period)

	1964-1969	1970-1986	1987-present
(1) by sending children to college	-----	-----	-----
(2) by enabling them to work after HS	-----	-----	-----
(3) none of the above	-----	-----	-----
(4) others: (please specify)	-----	-----	-----

24. What are the courses pursued by those in College? (please write the % of each item for each of the periods)

	64-69	70-86	87 - present
College Degree Courses	-----	-----	-----
Vocational Courses	-----	-----	-----

Others

25. After Nationalization and with the implementation of the New Secondary Curriculum under SEDP, do you think BHS at present still attains its original objective of providing college-preparatory education and self-employment after HS graduation for students in the rural areas? ☐ YES ☐ NO ☐ DON'T KNOW
OTHER COMMENTS:

26. How will you rate the equipment and facilities of BHS before and after Nationalization?

	Before Nationalization	After Nationalization
very good	-----	-----
good	-----	-----
fair	-----	-----
bad	-----	-----
very bad	-----	-----

27. BHS was first built to be supported by the parents and the people in the community. What was the role of the following throughout the history of BHS? (Please write the number of the items in Col. B that correspond to the items in column A for each period)

COLUMN A

COLUMN B

- | | |
|-------------------------|--|
| (1) PARENTS | 1. BHS Financing |
| (2) BARRIO COUNCIL | 2. Purchase of necessary equipment |
| (3) COMMUNITY LEADERS | 3. Look for equipment to be improvised |
| (4) SCHOOL OFFICIALS | 4. Maintenance of Quality of Instruction |
| (5) LOCAL GOVT. LEADERS | 5. BHS construction |
| (6) NATIONAL GOVERNMENT | 6. Others (please specify) |

	64-69	70-86	87-present
(1)	_____	_____	_____
(2)	_____	_____	_____
(3)	_____	_____	_____
(4)	_____	_____	_____
(5)	_____	_____	_____
(6)	_____	_____	_____

28. Do you think the original role of the parents and community in the maintenance of the BHS changed after Nationalization?

☐ YES ☐ NO ☐ DON'T KNOW ☐ NOT SURE

If yes, which of the items in Col. B above has become the main role of the parents and the community at present? _____

29. What do you think were the essential characteristics of BHS that made it survive from 1964 until before Nationalization? (please specify; you can write your opinions by describing 3 of the items given in Question 14;)

- 1.
- 2.
- 3.

30. Performance of BHS students is generally said to be the lowest among all types of schools. Do you agree?

☐ Yes ☐ No ☐ Don't Know ☐ Not Sure

31. If you agree, what do you think should be done as a remedy? (please rank your answer from 1- most needed solution, to 7- the least needed solution)

- _____ (1) more and better textbooks
- _____ (2) increased and better Science laboratory equipment
- _____ (3) increased and better PA and Voc. tools
- _____ (4) improved curriculum (please specify)

-
- _____ (5) better teachers and better teacher supervision
 - _____ (6) greater financing
 - _____ (7) greater community participation
 - _____ (8) others (please specify) _____

32. One of the objectives of Nationalization was to standardize teachers' salaries. What is the status of your salary at present?

- _____ same as public HS teachers
- _____ higher than public HS teachers
- _____ lower than public HS teachers
- _____ don't know

33. How is teacher supervision and evaluation conducted? (please rank your answer from 1 - most frequently used, to 8 - the least frequently used)

- _____ (1) visits by BHS asst. principal
- _____ (2) visits by BHS Principal
- _____ (3) visits by District supervisor
- _____ (4) visits by Division Supervisor
- _____ (5) visits by Asst. Superintendent
- _____ (6) visits by Superintendent
- _____ (7) visits by Regional Director
- _____ (8) others (please specify)

34. How often are visits and teacher evaluation conducted?

- _____ regular _____ irregular _____ not sure _____ others

35. Do you think that with EO 189, Nationalization of Teachers, the quality of teachers in BHS, and ultimately the quality of instruction in BHS has improved?

- _____ YES _____ NO _____ DON'T KNOW _____ NOT SURE

36. What aspects of the BHS system do you think need to be improved? (please rank your answers from 1, aspect that needs most urgent improvement, to 9, aspect needing least improvement. Please specify by writing your comments for each item on the line)

- _____ (1) enrolment _____
- _____ (2) textbooks _____
- _____ (3) curriculum _____
- _____ (4) facilities _____
- _____ (5) equipment _____
- _____ (6) teacher quality _____
- _____ (7) financing _____
- _____ (8) parents and community participation _____

37. Is the Free Secondary Plan implemented in BHS ? ____ YES _____ NO

If yes, what are the implication of the Free Secondary Plan for each of the following?

- enrolment _____
- textbooks _____
- facilities _____
- curriculum _____
- financing _____
- teacher supervision _____

THANK YOU VERY MUCH FOR YOUR KIND COOPERATION

A COPY OF QUESTIONNAIRE SHEETS FOR PRINCIPALS AND OTHERS

SEX: ____ M ____ F AGE: ____

PRESENT POSITION: ____ asst. principal ____ BHS Principal
 ____ District Supervisor ____ Division Supervisor
 ____ Asst. Superintendent ____ Superintendent
 ____ others

Name of School _____
 Name of Division _____

1. How long have you been in your present position?
 _____ years and _____ months
2. (for BHS Asst. Principals and Principals only) How many classes are conducted in your BHS at present?
 TOTAL: _____
 _____ 1st year classes _____ 3rd year classes
 _____ 2nd year classes _____ 4th year classes
3. On June, 1987, EO 189 was released placing all BHS under the direct administration and control of the DECS? Have the names of BHS changed after Nationalization?
 ____ YES ____ NO ____ DON'T KNOW ____ NOT SURE
4. If No, why do you think that even after BHS Nationalization, BHS name has not changed? (please write freely) _____
5. Do you think BHS has changed because of this government policy?
 ____ YES ____ NO ____ DON'T KNOW
6. If your answer is yes, in what ways do you think BHS has changed, generally, after the implementation of Nationalization?
 _____ Barrio High Schools have improved, generally.
 _____ Barrio High Schools became worse.
 _____ Barrio High Schools did not change at all.
 others: _____
7. Specifically, what were the changes made in BHS due to Nationalization? (please check)

(1) Enrolment:	_____ increased	_____ decreased	_____ no change
(2) Curriculum:	_____ improved	_____ became worse	_____ no change
(3) Textbooks:	_____ increased	_____ decreased	_____ no change
	_____ better	_____ worse	_____ no change
	Library, Voc. and PA Arts		
(4) Equipment:	_____ improved	_____ became worse	_____ no change
(5) Teacher			
Quality:	_____ improved	_____ became worse	_____ no change
(6) Teacher			
Supervision:	_____ improved	_____ became worse	_____ no change
(7) Parents & Community			
Interest	_____ greater	_____ less	_____ no change
(8) Financing:	_____ more local support, less national		
	_____ more national support, less local		
	_____ more parental comm: support		
8. What kind of curriculum has B H S offered in each of the following stages of BHS history? (please check one item for each stage)

	'64-69	'70-86	'87- PRESENT
(1) more academic with less vocational	_____	_____	_____
(2) more vocational with	_____	_____	_____

less academic	----	-----	-----
(3) purely academic	-----	-----	-----
(4) purely vocational	-----	-----	-----
(5) both academic & voc	-----	-----	-----

9. Specifically, what were the changes made in BHS Curriculum with the implementation of the new curriculum under SEDP?

☐ more academic subjects introduced
☐ more vocational subjects introduced
☐ academic subjects lessened
☐ vocational subjects lessened
☐ integration of both academic and vocational
 other comments -----

10. At present, what do you think is the most useful aspect of the BHS curriculum for the children in the barrio?

☐ its academic subjects ☐ its vocational courses
☐ its Practical Arts Course ☐ others (please specify)

11. Why do you think so? -----

12. What kind of Vocational and Practical Arts subjects are being offered in Barangay High Schools? (Please list 5 most common ones for each below)

VOCATIONAL

PRACTICAL ARTS

(1)	(1)
(2)	(2)
(3)	(3)
(4)	(4)
(5)	(5)

13. What benefits do Vocational subjects give to BHS students? (please rank from 1, the most useful, to 8 the least useful.)

☐ (1) earning to pay for high school education
☐ (2) for family income
☐ (3) both 1 and 2
☐ (4) to prepare for work after graduation
☐ (5) earning for personal enjoyment
☐ (6) for barrio/community development
☐ (7) all of the above
☐ (8) others (please specify) -----

14. Which of the following skills does BHS develop in rural children? (rank your answer from 1- skill most developed to 7- skill least developed)

☐ (1) academic learning skills
☐ (2) vocational skills
☐ (3) co-curricular (Sports, Singing)
☐ (4) social ability (please specify)
☐ (5) income-earning capacity
☐ (6) contribute to community development
☐ (7) others

15. BHS students are generally said to be the lowest in performance among all types of schools. Do you agree? ☐ YES ☐ NO ☐ DON'T KNOW ☐ NOT SURE

If yes, what do you think should be done as a remedy?

(please rank your answers from 1 - the most needed solution to 8 - the least needed solution)

☐ (1) more and better textbooks

- _____ (2) increased and better Science laboratory equipment
- _____ (3) increased and better PA and Vocational tools
- _____ (4) improved curriculum (please specify) _____
- _____ (5) better teachers and better teacher supervision
- _____ (6) better financing
- _____ (7) greater community participation
- _____ (8) others (please specify)

16. What do you think are the essential characteristics that made BHS survive from 1964 until before Nationalization? (please refer to the items in Question 7 and describe 3 of them)
- 1.
 - 2.
 - 3.

17. The original objective of the BHS was two-fold: to provide university-preparatory education for those who can and like to go to university, and to provide vocational skill-training for those who intend to work after high school.(please check one item for each period)

Do you think your B H S has attained these objectives in the following stages of BHS development?

	1964-1969	1970-1986	1987-present
YES	_____	_____	_____
NO	_____	_____	_____
DON'T KNOW	_____	_____	_____

18. What is the status of the BHS graduates in these periods?

	1964-1969	1970-1986	1987-present
% in college	_____	_____	_____
% working	_____	_____	_____
% working & studying at the same time	_____	_____	_____
% unemployed	_____	_____	_____
% married	_____	_____	_____
others: (please specify)	_____	_____	_____

19. What are the courses pursued by those in College? (please write the % of each item for each of the periods)

	64-69	70-86	87 - present
College Degree Courses	_____	_____	_____
Vocational Courses	_____	_____	_____
Others	_____	_____	_____

20. How will you rate the equipment and facilities of BHS before and after Nationalization?

	Before Nationalization	After Nationalization
very good	_____	_____
good	_____	_____
fair	_____	_____
bad	_____	_____
very bad	_____	_____

21. BHS was first built to be supported by the parents and the people in the community. What was the role of the following in the continued growth of BHS? (Please write the number of the items in Col. B that correspond to each item in column A for each of the periods)

COLUMN A

COLUMN B

- | | |
|-------------------------|--|
| (1) PARENTS | 1. BHS Financing |
| (2) BARRIO COUNCIL | 2. Purchase of necessary equipment |
| (3) COMMUNITY LEADERS | 3. Look for equipment to be improvised |
| (4) SCHOOL OFFICIALS | 4. Maintenance of Quality of Instruction |
| (5) LOCAL GOVT. LEADERS | 5. construction of BHS |
| (6) NATIONAL GOVERNMENT | 6. Others |

	64-69	70-86	87-present
(1)	_____	_____	_____
(2)	_____	_____	_____
(3)	_____	_____	_____
(4)	_____	_____	_____
(5)	_____	_____	_____
(6)	_____	_____	_____

22. Do you think the original role of the parents and community in the maintenance of the BHS changed after Nationalization?
 _____ YES _____ NO _____ DON'T KNOW
 If yes, which of the items in Col. B above has become the main role of the parents and the community? _____
23. After Nationalization and with the implementation of the New Secondary Curriculum under SEDP, do you think BHS at present still attains its original objective of providing college-preparatory education and self-employment after HS graduation for students in the rural areas?
 _____ YES _____ NO _____ DON'T KNOW _____ NOT SURE
 OTHER COMMENTS:
24. Does BHS have a stable source of income?
 _____ Yes _____ No _____ Don't know
 If yes, what are these? (please list at least 3)
 (1)
 (2)
 (3)
25. How much of the present BHS budget comes from :
 (1) national government? _____ %
 (2) local government? _____ %
 (3) community support? _____ %
 (4) donations:
 private groups _____ %
 religious group _____ %
 (5) parents: tuition and matriculation _____ %
 (6) Barrio Council _____ %
 (7) Others: please specify _____ %
26. Do you think that BHS is getting enough local govt. support?
 _____ YES _____ NO _____ DON'T KNOW _____ NOT SURE
27. Do you think that BHS is getting enough national Govt. support?
 _____ YES _____ NO _____ DON'T KNOW _____ NOT SURE
28. One of the objectives of Nationalization was to standardize teachers' salaries. Do you think the government has attained this purpose?
 _____ Yes _____ No _____ Don't Know
29. How is BHS teacher supervision and evaluation conducted?

(please rank your answer from 1 - most commonly used, to 8 - the least commonly used)

- _____ 1. visits by BHS Asst. Principal
- _____ 2. visits by BHS Principal
- _____ 3. visits by District Supervisor
- _____ 4. visits by Division Supervisor
- _____ 5. visits by Asst. Superintendent
- _____ 6. visits by Superintendent
- _____ 7. visits by Regional director
- _____ 8. others (please specify)

30. Do you think the present system of BHS teacher supervision and evaluation is sufficient?
_____ YES _____ NO _____ DON'T KNOW _____ NOT SURE

If no, how do you think should it be improved? _____

31. Do you think that with EO 189, Nationalization of Teachers, the quality of teachers in BHS, and ultimately the quality of instruction in BHS has improved?
_____ YES _____ NO _____ DON'T KNOW _____ NOT SURE

32. What do you think are the aspects of the BHS system that need to be improved? (Rank your answers from 1 - area that needs most urgent improvement, to 9 - area that needs least improvement; Please write your comment for each item on the right line)

- _____ (1) equipment (specify) _____
- _____ (2) physical facilities (specify) _____
- _____ (3) textbooks _____
- _____ (4) personnel _____
- _____ (5) teacher quality _____
- _____ (6) curriculum _____
- _____ (7) financing _____
- _____ (8) parental/ community participation _____
- _____ (9) others _____

33. Are there Revisions made in the BHS Charter after Nationalization?
_____ Yes _____ No _____ Don't Know

34. If yes, what revisions have been made? (please specify)

35. Is Free Secondary Plan being implemented in BHS? _____ YES _____ NO
If yes, what are the implications of the Plan on the following? (please write freely)

- enrollment _____
- textbooks _____
- facilities _____
- curriculum _____
- financing _____
- teacher supervision _____
- parents and community participation _____

**** the following questions are for District and Division Supervisors, Asst. superIntendents and SuperIntendents only****

36. On June 29, 1987, DECS Order No. 69 s1987 was released, ordering a MORATORIUM on the ESTABLISHMENT/CREATION of BARANGAY HIGH SCHOOLS? Are you aware of the reasons behind this action of the DECS? _____ YES _____ NO

37. If your answer is yes, please write down freely the conditions of barangay high schools that you know of, prior to the release of this Order.

38. When was this Moratorium lifted in your city/municipality?

39. What were the conditions that brought about the lifting of the Moratorium? (please answer freely) _____
40. Do you think the quality of instruction in Barangay High Schools has improved because of this Moratorium?
_____ YES _____ NO _____ Don't Know
41. How has the quality of B H S improved since then? (please write freely, refer to items 1)-5) in question 42 below)

42. On May 1983, MECS Memo No. 148, "Developing BHS Into Community Centers" was released. Do you think the project was successful?
_____ YES _____ NO _____ DON'T KNOW
How did it affect the following features of BHS?
(please write your comments for each of the items below)
- | | | | |
|--------------------|-------|-----------|-------|
| 1) BHS Curriculum | _____ | NO CHANGE | _____ |
| 2) BHS Enrolment | _____ | NO CHANGE | _____ |
| 3) BHS Facilities | _____ | NO CHANGE | _____ |
| 4) BHS Instruction | _____ | NO CHANGE | _____ |
| 5) Others | ----- | | |
43. On May 1979, MEC Order No. 21 was released for additional guidelines in the operation of BHS. Was there any BHS in your division/town converted into Municipal High Schools after the implementation?
___ YES ___ NO ___ DON'T KNOW
44. If your answer is YES, how many BHS were converted into municipal high schools?

45. On Jan., 1977, Dept. Memo No 181 was released, calling for the organization of BHS as community center. Was there any BHS in your division/town/city converted into community centers as a result of this?
___ YES ___ NO ___ DON'T KNOW
46. With the implementation of this Memo, how many BHS were converted into community centers? _____
47. Do you think this project was successful in improving instruction in BHS?
___ YES ___ NO ___ DON'T KNOW
48. Specifically, how did this project affect the ff. aspects of BHS? (please write freely)
- | | | | |
|---------------------------------------|-------|-----------|-------|
| 1) academic Curriculum | _____ | NO CHANGE | _____ |
| 2) Vocational Offering | _____ | NO CHANGE | _____ |
| 3) BHS Enrolment | _____ | NO CHANGE | _____ |
| 4) General Quality of BHS Instruction | _____ | NO CHANGE | _____ |
| 5) equipment and facilities | _____ | NO CHANGE | _____ |
| 6) Others: | _____ | | |

THANK YOU VERY MUCH FOR YOUR KIND COOPERATION

Q No.	Rizal	Laguna	Lipa	Marinduque	Cavite	Batangas	Occ. Mindoro	Orient. Min.	Palawan	Quezon	Romblon	Q No. Age	Total
Age													
20-30	1	0	2	1	0	2	2	1	2	0	0	20-30	11
31-40	2	11	3	4	1	18	4	0	2	4	0	31-40	49
41-50	0	8	1	1	0	2	0	0	0	3	0	41-50	15
51-60	0	0	1	0	0	2	0	0	1	0	4	51-60	7
61-70	0	1	0	0	1	0	0	0	0	1	0	61-70	3
N.V.	0	2	0	0	0	3	1	0	0	0	0	N.V.	6
1	0	1	1	0	0	1	4	0	0	0	0	1	9
2	0	0	0	1	0	2	0	0	1	1	0	2	5
3	0	0	0	0	0	1	1	0	0	0	0	3	1
4	0	0	2	1	0	2	0	0	2	1	0	4	8
5	0	1	0	1	0	1	0	0	2	0	0	5	5
6	0	0	0	0	0	0	0	0	0	0	0	6	0
7	0	0	0	3	0	0	0	0	0	1	0	7	9
8	1	2	0	0	0	0	0	0	1	0	0	8	6
9	0	0	0	0	0	0	0	0	0	1	0	9	1
10	0	0	0	1	0	3	0	1	0	0	0	10	7
11	1	1	0	0	1	0	0	0	0	1	0	11	3
12	0	1	0	1	0	2	0	0	1	0	0	12	5
13	0	2	1	0	0	1	1	0	0	0	0	13	3
14	0	2	0	0	1	1	0	0	0	1	0	14	5
15	0	2	0	0	0	1	0	0	0	0	0	15	3
16	1	2	0	0	0	1	0	0	0	1	0	16	4
17	0	1	0	0	0	1	0	0	0	0	0	17	2
18	0	3	0	0	0	1	0	0	0	0	1	18	4
19	0	2	0	0	0	1	0	0	0	0	1	19	4
20	0	0	0	0	0	1	0	0	0	0	1	20	2
21	0	1	0	0	0	0	0	0	0	0	2	21	3
22	0	1	0	0	0	1	0	0	0	0	0	22	1
23	0	1	0	0	0	1	0	0	0	0	0	23	1
24	0	0	0	0	0	1	0	0	0	0	0	24	1
25	0	0	0	0	0	1	0	0	0	0	0	25	1
26	0	1	0	0	0	0	0	0	0	0	0	26	1
27	0	0	0	0	0	0	0	0	0	0	0	27	1
28	0	1	0	0	0	0	0	0	0	0	0	28	1
5	0	0	0	0	0	0	0	0	1	1	1	5	3
1	0	0	0	0	0	0	0	0	0	0	0	1	4
2	0	0	0	0	0	4	0	0	0	0	0	2	1
3	0	0	0	0	1	0	0	0	0	0	0	3	1
4	0	0	0	0	1	5	0	0	2	2	1	4	11
5	0	6	0	4	0	8	2	0	0	2	0	5	22
6	0	7	2	0	0	4	1	1	1	1	0	6	18
7	2	6	2	2	0	3	2	0	0	0	0	7	17
8	0	1	1	0	0	1	1	0	0	1	0	8	5
9	0	0	0	0	0	0	0	0	0	0	0	9	0
10	0	0	0	0	0	0	0	0	0	0	0	10	0
N.A.	1	2	1	0	0	2	0	0	1	1	2	N.A.	10
8	2	11	5	4	0	20	5	1	0	3	0	8	51
1	1	10	1	2	2	6	2	0	2	4	2	1	32
2	0	0	0	0	0	0	0	0	0	1	1	2	2
3	0	0	0	0	0	0	0	0	0	0	0	3	0
4	0	0	0	0	0	0	0	0	0	0	0	4	0
N.A.	0	1	0	0	0	1	0	0	2	0	1	N.A.	5
10	1	9	5	5	1	12	3	0	0	2	0	10	38
YES	2	8	1	1	1	14	4	1	0	6	3	YES	41
NO	0	2	0	0	0	0	0	0	0	0	0	NO	2
DON'T KNOW	0	3	0	0	0	1	0	0	5	0	1	DON'T KNOW	10
NOT SURE	0	0	0	0	0	0	0	0	0	0	0	NOT SURE	0
12	2	18	6	6	1	17	7	1	0	5	4	12	67
YES	1	2	0	0	0	4	0	0	0	0	0	YES	7
NO	0	1	0	0	0	3	0	0	0	0	0	NO	4
DON'T KNOW	0	1	0	0	0	1	0	0	0	1	0	DON'T KNOW	3
NOT SURE	0	0	0	0	0	1	0	0	5	2	0	NOT SURE	9
N.A.	0	0	0	0	1	1	0	0	0	0	0	N.A.	0
13	2	16	6	4	2	10	2	1	4	5	3	13	55
1	0	0	0	0	0	0	0	0	0	0	0	1	0
2	0	0	0	0	0	0	0	0	0	0	0	2	0
3	0	1	0	1	0	3	2	0	0	0	1	3	8
4	0	0	0	0	0	5	0	0	0	1	0	4	6
N.A.	1	0	0	1	0	9	3	0	0	2	0	N.A.	16
14	3	21	6	1	2	17	2	9	5	7	4	14	77
1 INCREASED	0	0	0	0	0	0	0	0	0	0	0	1 INCREASED	0
DECREASED	0	0	0	0	0	0	0	1	0	0	0	DECREASED	1
NO CHANGE	0	0	0	0	0	0	0	0	0	0	0	NO CHANGE	0
2 INCREASED	3	16	5	1	2	15	2	8	4	7	4	2 INCREASED	67
DECREASED	0	0	0	0	0	1	0	0	0	0	0	DECREASED	1
NO CHANGE	0	3	0	0	0	1	0	1	0	0	0	NO CHANGE	5
3 INCREASED	2	19	6	0	2	15	2	8	5	6	4	3 INCREASED	68
DECREASED	0	0	0	0	0	0	0	0	0	0	0	DECREASED	0
NO CHANGE	0	0	0	1	0	2	0	1	0	1	0	NO CHANGE	3
4 INCREASED	1	14	6	0	1	13	2	7	5	7	4	4 INCREASED	60
DECREASED	0	0	0	0	0	0	0	0	0	0	0	DECREASED	0
NO CHANGE	2	5	0	1	0	2	0	1	0	0	0	NO CHANGE	11
5 INCREASED	3	17	6	1	1	15	2	8	5	7	4	5 INCREASED	68
DECREASED	0	0	0	0	0	0	0	0	0	0	0	DECREASED	0
NO CHANGE	0	2	0	0	0	2	0	2	0	0	0	NO CHANGE	6
6 INCREASED	3	17	6	1	1	14	2	9	5	6	4	6 INCREASED	68
DECREASED	0	0	0	0	0	0	0	0	0	0	0	DECREASED	0
NO CHANGE	0	1	0	0	0	2	0	1	0	1	0	NO CHANGE	5
7 INCREASED	3	16	4	1	1	14	2	9	0	4	4	7 INCREASED	58
DECREASED	0	1	0	0	2	0	0	0	0	2	0	DECREASED	5
NO CHANGE	0	1	2	0	0	3	0	1	0	1	0	NO CHANGE	8
8 INCREASED	2	17	6	1	1	16	2	10	0	6	4	8 INCREASED	65
DECREASED	0	0	0	0	0	0	0	0	0	0	0	DECREASED	0
NO CHANGE	0	2	0	0	0	1	0	0	0	1	0	NO CHANGE	4

Q.No.	Rizal	Laguna	Lipa	Marinduque	Cavite	Batangas	Oroquieta	Mindoro	Orient.	Min.	Palawan	Quezon	Romblon	Q.No.	Total	
15														15		
1	0	6	1	0	1	4	0	0	6	6	2	0	0	1	64-69	22
	2	7	4	0	1	7	0	0	7	7	2	0	0	0	70-86	30
2	1	3	3	1	1	7	0	0	3	3	2	0	0	3	87-89	28
														2		
	0	0	0	0	0	0	0	0	0	0	0	1	3	3	64-69	4
	0	0	0	0	0	1	0	0	0	0	0	1	1	1	70-86	3
	0	3	0	0	0	0	0	0	0	0	0	0	0	0	87-89	3
3														3		
	0	0	0	0	1	1	0	0	0	0	0	0	0	0	64-69	2
	1	0	0	0	2	1	1	1	0	0	0	0	0	0	70-86	5
	1	0	0	0	3	2	0	1	0	0	0	0	0	0	87-89	7
4														4		
	0	0	0	0	0	0	0	0	0	0	0	0	0	0	64-69	0
	0	0	0	0	0	0	0	0	0	0	0	0	0	0	70-86	0
	0	0	0	0	0	0	0	0	0	0	0	0	0	0	87-89	0
5														5		
	0	3	0	0	0	0	0	0	0	0	0	1	2	2	64-69	6
	0	10	0	0	4	3	0	0	1	1	0	1	0	0	70-86	18
	1	13	2	0	1	7	0	0	3	3	0	1	2	2	87-89	30
	0	0	0	0	0	0	1	0	1	1	0	0	0	0	N.A.	2
16														16		
1	2	6	4	0	2	6	2	0	8	8	1	5	2	2	1	40
2	0	0	0	0	0	1	0	0	0	0	0	0	0	0	2	1
3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3	0
4	0	0	0	0	1	1	0	0	0	0	0	0	0	0	4	2
5	1	14	2	1	0	7	1	1	5	5	2	2	2	2	5	37
6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	6	2
	0	1	2	0	0	1	0	0	0	0	0	1	0	0	N.A.	5
	0	0	0	0	0	0	0	0	0	0	0	0	0	0	N.A.	3
17														17		
1	0	11	3	0	1	9	2	0	6	6	2	4	0	0	1	38
2	1	3	0	1	0	5	1	1	5	5	2	1	4	4	2	23
3	0	8	0	0	0	2	0	0	5	5	2	1	2	2	3	21
4	2	1	1	0	0	1	0	0	0	0	0	0	0	0	4	5
	1	1	0	0	0	0	0	0	1	1	0	1	0	0	N.A.	3
18														18		
1	18	38	29	11	6	58	8	0	0	0	18	14	18	1	1	213
2	28	47	24	24	7	53	12	0	0	0	23	19	25	2	2	260
3	16	39	27	18	0	55	0	0	0	0	19	18	20	3	3	212
4	29	84	45	13	18	95	7	4	4	4	20	32	38	4	4	380
5	11	51	22	12	4	50	6	0	0	0	23	12	10	5	5	201
6	15	33	18	36	0	43	0	4	4	4	19	23	18	6	6	208
7	17	37	18	5	5	44	5	0	0	0	13	17	17	7	7	178
8	2	10	5	0	0	6	0	0	0	0	3	3	3	8	8	32
21														21		
1	31	68	41	44	13	105	14	0	7	7	34	35	35	1	1	446
2	36	76	31	25	6	76	6	0	5	5	28	23	27	2	2	337
3	25	62	26	20	5	64	9	0	3	3	21	23	23	3	3	282
4	16	61	22	12	9	51	5	0	2	2	0	16	19	4	4	213
5	15	57	24	15	10	63	8	4	4	4	14	14	14	5	5	234
6	19	57	18	17	2	37	10	0	6	6	14	13	13	6	6	206
7	2	1	3	1	1	4	0	0	0	0	3	2	4	7	7	21
22														22		
1	2	5	1	0	0	3	0	0	1	1	2	1	0	1	64-69	15
	7	9	4	6	0	10	2	2	1	1	4	1	1	0	70-86	43
	6	12	6	5	2	15	2	2	1	1	5	3	3	3	87-89	60
2														2		
	0	0	0	0	0	0	0	0	0	0	0	1	0	0	64-69	1
	0	2	0	0	1	1	0	0	0	0	0	2	0	0	70-86	6
	1	0	0	0	0	0	0	0	0	0	0	1	0	0	87-89	2
3														3		
	0	1	0	0	0	0	0	0	0	0	0	0	0	0	64-69	1
	0	1	0	0	0	0	0	0	0	0	0	0	0	0	70-86	3
	0	1	0	2	0	0	0	0	0	0	0	1	0	0	87-89	4
23														23		
1	3	7	4	0	0	15	0	0	3	3	6	6	0	1	64-69	44
	16	24	16	21	4	41	2	2	3	3	8	7	16	1	70-86	138
	9	39	24	20	4	54	2	2	4	4	11	11	24	3	87-89	202
2														2		
	4	4	3	0	0	18	0	0	4	4	6	8	0	0	64-69	47
	13	18	12	26	3	35	1	0	3	3	7	18	18	2	70-86	144
	12	32	18	18	3	44	1	1	3	3	9	10	26	3	87-89	176
3														3		
	0	2	0	0	0	9	0	0	2	2	1	2	0	0	64-69	10
	1	7	2	7	0	7	0	0	0	0	2	1	0	0	70-86	27
	3	7	4	4	0	9	0	0	0	0	3	3	0	0	87-89	33
4														4		
	0	1	0	0	0	7	0	0	0	0	0	1	0	0	64-69	9
	0	6	1	5	0	8	0	0	0	0	5	2	0	0	70-86	27
	1	5	1	5	0	10	0	0	0	0	6	3	0	0	87-89	31
24														24		
1	3	2	8	0	4	5	0	0	0	0	0	0	0	1	64-69	2
	6	3	6	1	4	6	6	6	5	5	6	6	2	2	70-86	11
	5	3	6	1	4	7	7	7	6	6	5	7	2	3	87-89	10
2														2		
	3	2	3	0	2	4	0	0	0	0	0	0	3	2	64-69	2
	4	4	3	2	2	6	6	6	7	7	4	3	1	3	70-86	8
	5	3	3	2	2	5	6	6	5	5	4	4	0	0	87-89	8
3														3		
	0	0	0	0	0	5	0	0	0	0	0	0	0	0	64-69	1
	4	5	2	0	0	5	0	0	0	0	0	0	0	0	70-86	2
	4	2	2	0	0	4	0	0	0	0	0	0	0	0	87-89	1

Summary of Teachers' Responses

Q No.	Rizal	Laguna	Lipa	Marinduque	Cavite	Batangas	Occ. Mindoro	Orient. Min.	Palawan	Quezon	Romblon	Q No.	Total
25	YES NO DON'T KNOW	15 3 0	4 1 1	6 0 0	2 0 0	26 0 1	6 0 1	1 0 0	4 0 0	5 1 2	2 0 2	25	YES NO DON'T KNOW 74 5 11
26	1 Before After	0 1	0 1	0 1	0 0	0 4	0 1	0 1	0 0	0 0	0 1	26	1 Before After 10
2	2 Before After	0 2	1 13	0 6	0 0	1 8	0 0	0 0	0 2	0 5	1 6	2	Before After 4 47
3	3 Before After	6 4	12 4	3 1	0 2	14 4	0 1	0 0	2 2	5 1	12 4	3	Before After 58 23
4	4 Before After	0 0	3 0	1 0	1 0	2 1	0 0	1 0	2 0	1 0	1 0	4	Before After 12 1
5	5 Before After	0 0	0 0	3 0	1 0	1 1	1 0	0 0	0 0	1 0	3 1	5	Before After 10 2
27	1 64-69 70-86 87-89	1 1 1-3-6	1 1 2-6	1 1-3 3	2 1-3 1-3	1 1 3	0 0 2	0 5 0	1 6 3	1 1 5	1 1-2 1-3	27	1 64-69 70-86 87-89 1 1 3
2	2 64-69 70-86 87-89	5 1-2-4-5 1-3-4	2 5 3	1 2-3 3	3 2-5 3-5	5 5 2	0 0 3	0 5 0	5 1 2	2 2-5 3-4	2 2-5 3-4	2	64-69 70-86 87-89 2 5 3
3	3 64-69 70-86 87-89	5 1-3-0-5 1	3 3 2	0 6 2	1 1-3 1-3	2 3-6 3-6	0 0 1	0 5 5	1 2 2	1 1-2-5 2	1 2-3 2	3	64-69 70-86 87-89 1 2 2
4	4 64-69 70-86 87-89	3 3-4 4	4 4 3-4	0 4 4	4 4 4	4 4 4	0 0 4	0 5 0	4 0 0	4 4 1-2-4-6	4 4 4	4	64-69 70-86 87-89 4 4 4
5	5 64-69 70-86 87-89	2 2 1-2-5	4 4-5 2	1 2 1	0 5 6	1 2-5 2-5	0 0 6	0 5 0	2 0 4	2 1-5 4	2 1-6 2-5	5	64-69 70-86 87-89 2 5 4
6	6 64-69 70-86 87-89	4 4-5 1	4 4 1	5 1 1	1 1-2 1	4 1 1	0 0 5	0 0 0	4 0 1-5	4 0 1	4-5 1	6	64-69 70-86 87-89 4-5 1
28	YES NO DON'T KNOW NOT SURE	1 2 0 0	18 2 0 1	1 4 0 1	3 1 2 0	2 0 0 0	18 6 1 2	0 1 0 0	5 0 0 0	3 1 0 0	2 1 0 2	28	YES NO DON'T KNOW NOT SURE 57 20 6 8
30	YES NO DON'T KNOW NOT SURE QUITE	1 2 0 0	4 14 0 0	0 5 0 1	3 2 1 0	1 0 0 0	4 22 0 0	1 0 0 0	1 0 0 0	2 3 1 2	1 1 0 1	30	YES NO DON'T KNOW NOT SURE QUITE 19 54 6 9 3
31	1 2 3 4 5 6 7 8	6 5 4 3 8 7 2 1	24 19 21 21 18 21 16 9	17 16 13 13 15 11 6 1	24 20 15 14 15 11 6 0	13 10 10 8 11 13 5 1	43 38 29 29 43 36 21 3	15 13 11 13 8 7 2 1	6 5 4 3 7 0 2 0	0 0 0 0 0 0 0 0	11 8 5 10 14 13 9 1	31	1 2 3 4 5 6 7 8 183 148 116 128 161 140 73 28
32	SAME HIGHER LOWER DON'T KNOW	3 0 0 0	18 2 0 2	3 2 0 1	6 0 0 0	2 0 0 0	17 0 0 10	1 0 0 0	3 0 0 2	5 0 0 1	3 0 0 1	32	SAME HIGHER LOWER DON'T KNOW 63 6 4 18
33	1 2 3 4 5 6 7 8	15 40 26 36 32 13 10 1	44 92 78 87 53 42 28 3	16 46 25 34 31 25 15 6	12 54 19 22 6 11 12 1	8 15 9 13 10 8 4 0	83 66 92 89 68 53 29 11	0 8 7 0 0 0 0 0	7 12 13 16 16 8 2 9	39 30 46 26 25 14 9 2	12 34 26 89 25 24 0 2	33	1 2 3 4 5 6 7 8 236 405 338 418 271 204 112 43
34	REGULAR IRREGULAR NOT SURE OTHERS	3 0 0 0	8 8 3 3	4 2 0 0	4 2 0 0	11 5 11 0	5 1 11 1	1 0 0 0	1 2 0 2	5 2 1 0	1 0 1 2	34	REGULAR IRREGULAR NOT SURE OTHERS 43 22 16 8
35	YES NO DON'T KNOW NOT SURE	3 0 0 0	18 1 0 3	6 0 0 0	5 0 0 1	25 0 1 1	2 1 2 2	1 0 2 0	4 0 0 1	3 0 1 4	3 0 1 4	35	YES NO DON'T KNOW NOT SURE 72 2 4 13
36	1 2 3 4 5 6 7 8	21 27 27 35 24 35 27 6	55 67 55 79 63 66 34	19 18 18 30 24 14 17 6	18 31 9 23 31 30 60 5	6 8 7 12 12 9 16 2	25 52 52 77 69 70 48 33	1 5 3 14 7 6 12 2	4 6 2 16 17 13 9 8	28 39 36 50 36 43 18 1	19 16 18 23 12 9 16 2	36	1 2 3 4 5 6 7 8 217 281 243 368 305 314 311 117

Summary of Prindpals' and Others' Responses

Q.No. Age	Rizal	Laguna	Lipa	Romblon	Cavite	Batangas	Occ. Mindoro	Orient. Min.	Palawan	Quezon	Q.No. Age	Total
20-30	0	0	0	0	0	0	1	0	1	0	20-30	2
31-40	1	2	2	1	0	1	1	0	0	1	31-40	8
41-50	0	2	0	0	1	1	1	1	0	1	41-50	7
51-60	1	1	0	0	0	2	0	0	1	0	51-60	5
61-70	0	0	0	0	0	0	0	0	0	1	61-70	1
N.V.	0	3	0	1	0	0	0	0	0	0	N.V.	4
Position											Position	
1 Asst. Prin.	0	1	0	1	0	2	0	0	0	0	1 Asst. Prin.	4
2 Districts	0	0	0	0	0	0	0	0	0	0	2 Districts	0
3 Asst. Sup.	0	0	0	0	0	0	0	0	0	0	3 Asst. Sup.	0
4 Principal	2	3	0	0	1	1	2	0	1	2	4 Principal	11
5 Dir. Sup.	0	0	0	0	0	0	0	0	0	1	5 Dir. Sup.	1
6 Superin.	0	0	0	0	0	0	0	0	0	0	6 Superin.	0
7 Others	0	4	2	1	0	1	0	1	1	0	7 Others	10
1											1	
1.-5.	1	4	0	1	0	2	2	1	1	1	1.-5.	13
6.-10	1	0	1	1	1	0	0	0	0	2	6.-10	6
11.-15	0	1	1	0	0	1	0	0	0	0	11.-15	3
16.-20	0	2	0	0	0	0	0	0	1	0	16.-20	3
21.-25	0	1	0	0	0	1	1	1	0	0	21.-25	4
26.-30	0	0	0	0	0	0	0	0	0	0	26.-30	0
3											3	
YES	0	3	2	1	0	4	0	0	0	1	YES	11
NO	2	5	0	1	1	0	3	1	2	1	NO	16
DON'T KNOW	0	0	0	0	0	0	0	0	0	0	DON'T KNOW	0
NOT SURE	0	0	0	0	0	0	0	0	0	1	NOT SURE	1
5											5	
YES	2	4	2	1	1	4	3	1	2	3	YES	23
NO	0	2	0	0	0	0	0	0	0	0	NO	2
DON'T KNOW	0	0	0	0	0	0	0	0	0	0	DON'T KNOW	0
NOT SURE	0	2	0	0	0	0	0	0	0	0	NOT SURE	2
N.A.	0	0	0	1	0	0	0	0	0	0	N.A.	1
6											6	
1	2	8	2	1	1	4	2	1	2	3	1	26
2	0	0	0	0	0	0	0	0	0	0	2	0
3	0	0	0	1	0	0	0	0	0	0	3	1
4	0	0	0	0	0	0	0	0	0	0	4	0
N.A.	0	0	0	0	0	0	1	0	0	0	N.A.	1
7											7	
1 INCREASED	2	8	2	2	1	4	6	2	2	0	1 INCREASED	29
DECREASED	0	0	0	0	0	0	0	0	0	0	DECREASED	0
NO CHANGE	0	0	0	0	0	0	0	0	0	0	NO CHANGE	0
2 IMPROVED	2	5	2	2	1	4	4	2	2	0	2 IMPROVED	24
WORSE	0	0	0	0	0	0	0	0	0	0	WORSE	0
NO CHANGE	0	3	0	0	0	0	0	0	0	2	NO CHANGE	5
3 INCREASED	2	8	2	2	1	4	6	2	2	0	3 INCREASED	28
DECREASED	0	0	0	0	0	0	0	0	0	0	DECREASED	0
NO CHANGE	0	0	0	0	0	0	0	0	0	0	NO CHANGE	0
4 IMPROVED	2	8	2	2	0	4	3	2	2	0	4 IMPROVED	25
WORSE	0	0	0	0	0	0	0	0	0	0	WORSE	0
NO CHANGE	0	0	0	0	1	0	1	0	0	0	NO CHANGE	2
5 IMPROVED	2	8	2	2	0	4	5	2	2	0	5 IMPROVED	27
WORSE	0	0	0	0	0	0	0	0	0	0	WORSE	0
NO CHANGE	0	0	0	0	1	0	1	0	0	0	NO CHANGE	2
6 IMPROVED	2	8	2	2	1	2	5	2	2	0	6 IMPROVED	26
WORSE	0	0	0	0	0	0	0	0	0	0	WORSE	0
NO CHANGE	0	0	0	0	0	2	1	0	0	0	NO CHANGE	3
7 GRATER	2	5	2	2	1	3	5	2	2	0	7 GRATER	24
LESS	0	2	0	0	0	0	0	0	0	0	LESS	2
NO CHANGE	0	0	0	0	0	0	0	0	0	0	NO CHANGE	0
8 (a) INCREASED	0	0	0	0	0	0	0	0	2	0	8 (a) INCREASED	2
DECREASED	0	0	0	0	0	0	0	0	0	0	DECREASED	0
NO CHANGE	0	0	0	0	0	0	0	0	0	0	NO CHANGE	0
(b) INCREASED	2	8	2	2	1	4	6	2	2	0	(b) INCREASED	28
DECREASED	0	0	0	0	0	0	0	0	0	0	DECREASED	0
NO CHANGE	0	0	0	0	0	0	0	0	0	0	NO CHANGE	0
N.A.	1	0	0	0	0	1	1	0	0	0	N.A.	3

Q No.	Rizal	Leguna	Lipa	Romblon	Cavite	Batangas	Occ. Mindoro	Orient. Min.	Palawan	Quezon	Q No.	Total
8	3	2	1	2	2	1	2	0	0	0	8	13
	4	4	2	1	1	1	3	2	0	0		18
	3	3	1	2	2	2	3	2	0	0		18
	0	0	0	1	1	0	1	0	0	0		3
	0	0	0	0	0	1	0	0	0	0		1
	0	0	0	0	0	0	0	0	0	0		0
3	0	0	0	0	0	0	0	0	0	0	3	0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	1	1	0	0	0	0	0	0		2
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
4	1	0	0	0	0	0	0	0	0	0	4	0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	1	0	1	0	0	0	0		3
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
5	0	2	0	2	2	0	0	2	1	0	5	9
	0	3	0	1	1	1	0	0	1	2		8
	0	3	0	3	3	2	0	0	1	0		12
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
8	0	0	0	0	0	0	0	0	0	0	8	1
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
10	0	0	0	0	0	0	0	0	0	0	10	0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
13	0	0	0	0	0	0	0	0	0	0	13	0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
14	0	0	0	0	0	0	0	0	0	0	14	0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
15	0	0	0	0	0	0	0	0	0	0	15	0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
17	0	0	0	0	0	0	0	0	0	0	17	0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0
	0	0	0	0	0	0	0	0	0	0		0

Q No.	Rizal	Laguna	Lipa	Romblon	Cavite	Batangas	Occ. Mindoro	Orient. Min.	Palawan	Quezon	Q No.	Total
18											18	
1	0	2	6	0	5	0	2	2	0	2	1	64-68
	3	4	0	3	5	5	3	3	0	3		70-86
	3	5	9	3	3	6	4	4	0	3		87-89
2	0	8	8	0	4	0	3	5	0	4	2	64-68
	6	6	9	6	5	5	3	5	0	3		70-86
	7	6	2	7	5	3	3	4	0	3		87-89
3	0	1	6	7	2	0	3	2	0	1	3	64-68
	3	2	0	2	2	2	3	2	2	2		70-86
	2	2	1	2	2	1	3	2	2	2		87-89
4	0	1	7	0	1	0	5	4	0	1	4	64-68
	4	1	2	4	2	2	4	3	0	3		70-86
	3	1	2	3	2	2	3	3	2	3		87-89
5	0	1	3	3	6	0	2	1	0	1	5	64-68
	6	2	6	6	5	3	2	1	0	2		70-86
	2	1	2	2	4	1	2	1	0	2		87-89
6	0	0	0	0	3	0	0	0	0	0	6	64-68
	2	0	0	0	3	1	0	0	0	2		70-86
	3	0	0	0	3	0	0	0	0	2		87-89
	0	3	0	1	0	0	1	0	0	0		N.A.
19											19	
1	0	1	0	0	1	0	2	2	0	10	1	64-68
	4	3	9	9	2	5	2	2	2	10		70-86
	4	3	9	8	2	8	3	2	4	0		87-89
2	0	2	0	0	6	0	5	2	0	2	2	64-68
	3	4	2	3	5	7	6	2	2	2		70-86
	4	4	2	4	2	3	7	2	3	0		87-89
3	0	0	0	0	4	0	3	0	0	0	3	64-68
	6	0	2	6	3	2	2	0	0	0		70-86
	6	0	2	6	5	1	2	0	0	0		87-89
	0	4	0		1	0	0	0	0	0		N.A.
20											20	
1	1	0	0	1	0	0	0	0	0	0	1	Before
	0	2	0	2	0	0	0	0	0	1		After
2	0	2	0	2	0	0	0	0	0	1	2	Before
	2	4	1	4	1	2	0	2	2	0		After
3	1	2	1	2	1	3	0	2	1	1	3	Before
	0	0	0	0	0	1	3	0	0	1		After
4	0	1	0	1	0	0	2	0	1	0	4	Before
	0	0	0	0	1	0	0	0	0	1		After
5	0	1	0	1	1	0	1	0	0	1	5	Before
	0	0	0	0	0	0	0	0	0	0		After
	0	3	0	0.3	0	0	0	0	0	0		N.A.
21											21	
1	0	1	0	1	1	0	1	1	1	1	1	64-68
	2-6	1	1-5-6	1	1	5	1	1	5	1		70-86
	2	6	6	6	2	2-6	5-6	1	3	1		87-89
2	0	5	0	0	6	0	1-2-5	5	5	2-3	2	64-68
	1	5	1	1-6	2	5	1-2-5	5	1	2		70-86
	1-6	5	1-2-6		3	2-6	5	5	3	2-3-6		87-89
3	0	3	0	0	5	0	3	1-5	3	2-3	3	64-68
	3	3	4-6	3	5	1	3	1-5	1	3		70-86
	2-5	3	3-6	3-5	5	6	3-5	5	2	2-3		87-89
4	0	4	0	0	4	0	4	4	4	4	4	64-68
	4	4	2-3-4	4	4	4	4	4	4	4		70-86
	4	4	4	4	4	4	4	4	4	4		87-89
5	0	1	0	1	6	0	5	1	0	5	5	64-68
	1-2	1	5-6	1	6	1	5	1	1	5		70-86
	2	1-2	1-6	1-2	6	6	5	1	6	5		87-89
6	0	1	0	0	1	0	1	0	3	6	6	64-68
	1-5	1-5-6	1-2	1-5	1	1	1-2-3	1	4	6		70-86
	5	1	1	5	1	1	5	1	1	1-2-6		87-89
22											22	
YES	2	7	0	0	0	1	2	0	1	3		YES
NO	0	3	2	1	1	2	0	2	1	0		NO
DON'T KNOW	0	0	0	0	0	0	0	0	0	0		DON'T KNOW
NOT SURE	0	0	0	1	0	0	0	0	0	0		NOT SURE
23											23	
YES	2	6	0	1	1	3	2	1	2	3		YES
NO	0	2	0	1	0	0	0	0	0	0		NO
DON'T KNOW	0	0	0	0	0	0	0	0	0	0		DON'T KNOW
NOT SURE	0	0	0	0	0	1	1	0	0	0		NOT SURE

Q No.	Rizal	Laguna	Lipa	Romblon	Cavite	Batangas	Occ. Mindoro	Orient. Min.	Palawan	Quezon	Q No.	Total	
24	YES NO DONT KNOW NOT SURE	1 4 4 0 0 0	1 4 0 1 0 0	1 1 0 0 0 0	1 1 0 0 0 0	2 1 1 0 0 1	2 1 0 0 0 0	2 1 0 0 0 0	1 0 1 0 0 1	2	24	YES NO DONT KNOW NOT SURE	15 8 1 3
25	1 2 3 4 5 6 7	10 3 0 0 5 0 0	11 3 3 0 0 1 0	11 1 0 0 5 1 0	11 0 1 1 1 0 0	11 1 1 1 0 0 0	11 1 1 1 0 0 0	11 0 0 0 0 0 0	5 1 2 1 2 1 1	10	25	1 2 3 4 5 6 7	16 3 4 2 5 2 1
26	YES NO DONT KNOW NOT SURE	0 2 0 0	2 5 0 1	0 1 0 1	0 2 0 0	1 2 0 1	1 2 0 0	1 2 0 0	1 1 0 1	1	26	YES NO DONT KNOW NOT SURE	6 18 0 4
27	YES NO DONT KNOW NOT SURE	1 1 0 0	5 1 0 2	1 0 0 1	1 1 0 0	2 1 1 1	2 1 0 0	1 1 1 0	2 0 0 0	2	27	YES NO DONT KNOW NOT SURE	17 6 1 4
28	YES NO DONT KNOW	2 0 0	8 0 0	1 1 0	2 0 0	4 0 0	2 1 0	1 0 0	2 0 0	3	28	YES NO DONT KNOW	26 2 0
28	1 2 3 4 5 6 7 8	0 16 14 12 10 8 5 2	7 80 32 30 26 20 8 0	7 15 6 12 10 8 6 1	7 15 9 12 20 8 6 2	0 8 0 7 6 5 0 0	22 0 12 10 11 4 2 4	7 14 8 11 9 5 1 5	2 16 10 13 11 5 4 0	6 4 8 7 6 5 12 6	28	1 2 3 4 5 6 7 8	58 176 112 124 117 78 47 22
30	YES NO DONT KNOW NOT SURE	1 1 0 0	5 2 0 1	0 0 0 2	1 1 0 0	3 1 0 0	3 1 0 0	0 3 0 0	1 0 0 0	2	30	YES NO DONT KNOW NOT SURE	16 8 0 3
31	YES NO DONT KNOW NOT SURE	2 0 0 0	5 1 1 1	2 0 0 0	2 0 0 0	1 0 0 0	2 0 1 1	1 1 1 0	1 0 0 1	2	31	YES NO DONT KNOW NOT SURE	19 2 3 4
32	1 2 3 4 5 6 7 8	14 18 9 11 14 9 4 0	39 59 39 36 44 28 39 23	17 17 11 11 14 7 10 1	14 17 9 11 14 7 9 1	7 9 5 3 4 6 8 0	20 23 14 8 17 16 11 9	17 19 18 9 25 16 22 6	16 18 13 10 7 7 4 0	12 12 7 2 12 11 3 0	32	1 2 3 4 5 6 7 8 9	167 206 134 117 166 113 140 71 13
33	YES NO DONT KNOW NOT SURE	0 1 1 0	3 2 3 0	1 1 0 0	2 0 0 0	1 2 2 1	1 2 2 1	2 0 1 0	0 1 0 0	2	33	YES NO DONT KNOW NOT SURE	12 9 6 1
35	YES NO	2 0	8 0	2 0	1 1	1 0	2 1	3 0	2 1	3	35	YES NO	25 3
36	YES NO	0 1	0 0	1 0	2 0	1 0	1 0	1 0	1 0	1	36	YES NO	9 1
40	YES NO DONT KNOW	0 0 0	0 1 0	1 0 0	0 0 2	0 0 1	0 0 0	0 1 0	0 0 0	0	40	YES NO DONT KNOW	1 3 3
42	YES NO DONT KNOW	0 0 1	0 0 0	1 0 0	0 0 2	1 0 0	0 0 0	1 1 0	0 0 0	0	42	YES NO DONT KNOW	3 3 3
43	YES NO DONT KNOW	0 1 0	1 0 0	0 1 0	0 1 1	1 0 0	0 0 0	0 2 0	0 0 0	0	43	YES NO DONT KNOW	2 6 1
45	YES NO DONT KNOW	0 1 0	0 1 0	0 1 0	1 1 0	0 0 1	0 0 1	0 2 0	0 0 0	0	45	YES NO DONT KNOW	2 6 1
47	YES NO DONT KNOW	0 0 0	0 1 0	1 0 0	1 0 1	1 0 0	0 0 0	0 0 1	0 0 0	0	47	YES NO DONT KNOW	3 1 1